City of San Juan Capistrano

General Plan

CITY OF SAN JUAN CAPISTRANO

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TABLE OF CONTENTS

San Juan Capistrano

General Plan

Introduction to the General Plan

Introduction to the General Plan

Need for General Plan

Today San Juan Capistrano is a community grounded in the unique history of its native American culture, the Mission established by Franciscan missionaries in 1776, and its agrarian past, yet it is also a community of the 21st century that is prepared to face the challenges ahead. To meet these challenges, the General Plan for San Juan Capistrano is the primary source of long-range planning and policy direction that will be used to guide growth and preserve the quality of life within the community.

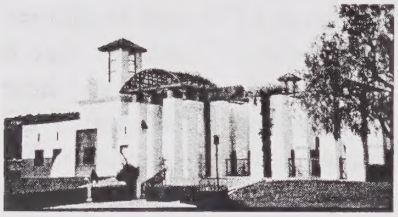
The General Plan was last comprehensively updated in 1974, and much has changed during the last 25 years both within and outside the community. San Juan Capistrano has grown from a small community of approximately 10,000 persons in 1974 to a developed City of over 32,000 in 1999, with a variety of land uses providing open space, recreation, housing, jobs, shopping and services. During that time, the City has maintained its distinctive open space character by acquiring land to preserve its defining ridgelines, hillsides and trails. As development occurred, overall patterns of land use within the community were established and only about 10 percent of land suitable for development remains vacant.

The City of San Juan Capistrano is now at a point of change. Unlike the past 25 years when planning for the future of the City focused on the expansion and controlling future growth, much of San Juan Capistrano is now developed and the focus of planning for the future has evolved toward managing and enhancing existing development. Planning will now focus on stimulating new economic growth, revitalizing older areas, assuring public safety, finding new uses for underutilized land, and enhancing the amenities and environmental resources that define San Juan Capistrano.

To address change, the General Plan serves as a policy guide for determining the appropriate physical development and character of San Juan Capistrano. The Plan is founded upon the community's vision for San Juan Capistrano and expresses the community's long-term goals. Implementation of the San Juan Capistrano General Plan will ensure that future development projects are consistent with the community's goals and that adequate urban services are available to meet the needs of new

development. The General Plan provides a continuum between the City's unique historic traditions and the San Juan Capistrano of tomorrow.

San Juan Capistrano Planning Area



San Juan Capistrano contains approximately 14 square miles of land (or 8,975 acres) and is located in southern Orange County, approximately midway between Los Angeles and San Diego. The community is in a coastal valley one mile from the ocean and is divided by the Interstate 5 freeway which runs north and south through the City. San Juan Capistrano is bordered by the cities of Laguna Niguel, Mission Viejo, Dana Point, San Clemente, and portions of unincorporated Orange County. Figure I-1depicts the planning area for San Juan Capistrano.

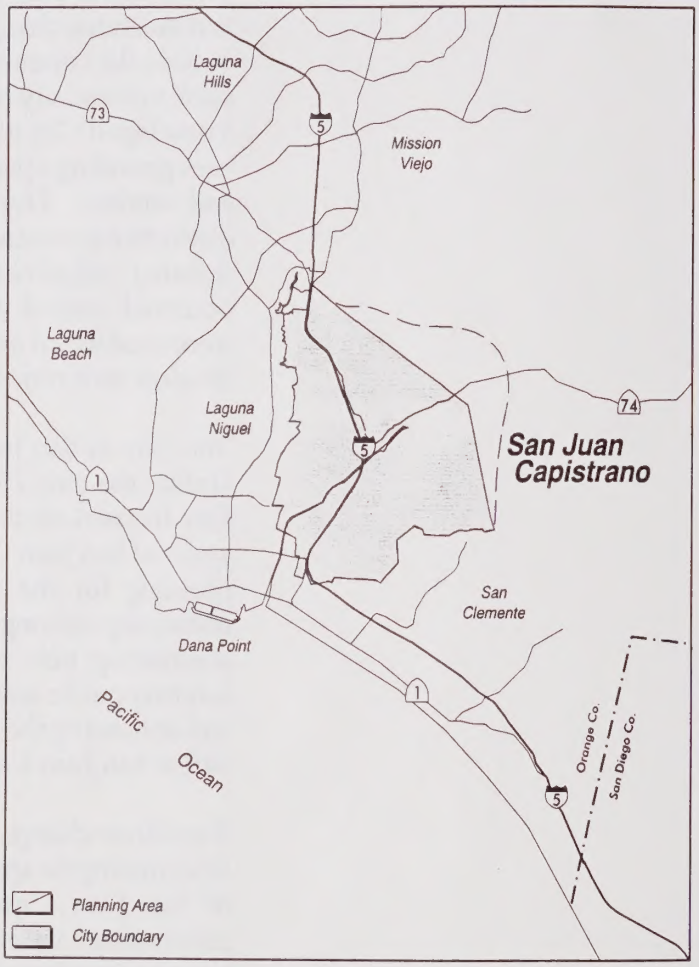


Figure I-1
Regional Location and Planning Area

The Planning Area includes all of the incorporated City, unincorporated land within the City's sphere of influence (SOI), and a segment of unincorporated Orange County land to the east of the City. The SOI includes 93 acres of unincorporated land immediately north of the City. This area represents the probable near-term physical boundaries and service area of the City.

The unincorporated portion of the planning area east of the City is not in the City's SOI and is not currently identified for annexation. However, due to its proximity to the City, as well as other planning considerations, this area has the potential to affect San Juan Capistrano. As a result, San Juan Capistrano has a strong interest in assuring that future development to the east is compatible with land uses, circulation system improvements, floodplain improvements, and other long-range planning factors. The general location of the eastern planning area is depicted in Figure I-1.

By continuing to monitor the potential impacts of new development in the unincorporated area to the east, the City will be able to work cooperatively with the County of Orange and developers to find solutions for impacts of future development.

History of the Community

The community of San Juan Capistrano can trace its diverse roots back to the native American people who lived in the area prior to the arrival of the Spanish missionaries. With its sources of freshwater and arable lands, the Capistrano Valley has attracted human settlement for centuries. The Acagchemen (called Juanenos by the missionaries), part of the Shoshone family, were a generally peaceful people living a hunting and gathering lifestyle prior to 1776 when the Franciscan missionaries established Mission San Juan Capistrano in the Capistrano Valley.

The Mission San Juan Capistrano became the seventh mission in California in 1776. The Mission prospered over the years, exerting its influence over the Acagchemen, converting some to Christianity and forcing them into a more sedentary lifestyle. The prosperity of the Mission came to an end with Mexican independence in 1821.

The new Mexican government passed the Secularization Act in 1833 which divested the Mission of its lands. Most of the Mission's lands were sold or awarded, often to political appointees. During this time the population of San Juan Capistrano decreased and in 1841 the community was declared

a pueblo, instead of a religious parish. During this period the Mission was sold to John Forster.

California joined the United States in 1848 and became a state in 1850. Soon after, in 1860 the United States government returned the Mission lands to the Catholic Church. The rancho system began to decline in the late 1800's, but the gold rush and the arrival of the railroad in 1881 opened the community to growth and change. In the early 1900's, San Juan Capistrano began to earn its fame as a tourist destination and the Mission, which had been in decline for years, began to recover with the arrival of Father John O'Sullivan in 1910. On April 19, 1961, the community of San Juan Capistrano incorporated as a general law city with the goals of placing future growth in the citizen's hands, controlling local tax dollars and keeping San Juan Capistrano's historic name intact.

Vision for the Future of San Juan Capistrano

Building on its unique history, the City's Vision for the Future provides the foundation of the General Plan and an expression of what the community of San Juan Capistrano wants to be in the future.

Vision for the Future

As described in the City's motto, San Juan Capistrano is "Preserving the Past to Enhance the Future." As San Juan Capistrano enters the 21st century, its distinctive natural setting and unique history provide a safe, cherished environment for living and a strong sense of community pride.

The San Juan Capistrano of the future is a community in which:

- The historic, small-town community character of the Mission area and downtown celebrates a strong link to the past and diversity of the population.
- The village-like atmosphere of the downtown and Mediterranean period architectural styles (Mission Revival, Monterey, Spanish Revival, and Italianate) are prominent.
- Protected open space lands, hillsides and ridgelines create a distinctive natural setting.
- Low density of development and low-profile buildings complement and enhance the natural environment.

- Parkland and recreational opportunities for all residents are abundant.
- Older neighborhoods and commercial areas are periodically revitalized with physical improvements.
- History is celebrated through a variety of special events.
- Development is balanced so that sufficient public revenues are generated to support needed community infrastructure and facilities.
- People and property are protected from natural and human-made hazards.
- Pedestrian and equestrian orientation exists, with accessibility to all portions of community.
- A variety of housing types accommodate differences in lifestyles and income levels.
- The circulation system provides safe and convenient access to serve internal community needs, while also addressing inter-community travel needs.

Purpose of the General Plan

California state law requires each city to adopt a comprehensive, long-term General Plan to guide the physical development of the incorporated city and land outside of the city boundaries which bears a relationship to its planning activities. In essence, a city's General Plan serves as the blueprint for future growth and development. As a blueprint for the future, the plan must contain policies and programs designed to provide decision makers with a solid basis for decisions related to land use and development.

The San Juan Capistrano General Plan addresses many issues that are directly related to and influence land use decisions. In addition to land use, state law requires the Plan to address circulation, housing, conservation of natural resources, preservation of open space, noise environment and protection of public safety (Section 65302 of the California Government Code).

These issues are discussed in the General Plan to the extent that they apply to San Juan Capistrano. The Plan also addresses topics of special and unique interest, including cultural resources, community design, growth management, parks and recreation, public services and utilities, and floodplain safety.

According to state law, the General Plan is the primary document the City utilizes to regulate land use. Consequently, the Zoning Ordinance, Specific Plans, and individual public and private development proposals must be consistent with the Plan goals, policies and standards.

Organization and Use of the General Plan

The City of San Juan Capistrano General Plan contains goals, policies and plans which are intended to guide land use and development decisions into the 21st century. The General Plan consists of a Land Use Policy Map and the following 12 elements, or chapters, which together fulfill the state requirements for a General Plan:

State Mandated Elements:

- Land Use Element
- Housing Element
- Circulation Element
- Safety Element
- Conservation & Open Space Element
- Noise Element

Optional Elements:

- Cultural Resources Element
- Community Design Element
- Growth Management Element
- Parks & Recreation Element
- Public Services & Utilities Element
- Floodplain Management Element

Table I-1 shows the relationship between the 12 elements of the San Juan Capistrano General Plan and the state-mandated elements. The San Juan Capistrano elements sometimes deviate from the state-mandated elements in non-substantive ways. For example, public utilities are included in the state requirements for the Circulation Element, but are addressed in the Public Facilities and Utilities Element of the San Juan Capistrano General Plan.

Table I-1
Relationship of San Juan Capistrano General Plan Elements to State-Mandated Elements

	State-Mandated General Plan Elements							
San Juan Capistrano General Plan Elements	Land Use	Housing	Circulation	Safety	Conservation	Open Space	Noise	Optional
Land Use	*							
Housing		*						
Circulation			*					
Safety				*				
Conservation & Open Space					*	*		
Noise							*	*
Cultural Resources					*			*
Community Design								*
Growth Management[1]								*
Parks & Recreation						*		*
Public Services & Utilities	*		*					*
Floodplain				*				*

[1] While Growth Management is not a State-mandated element, it is mandated by Measure M for all jurisdictions in Orange County.

Supporting Documentation

Several supporting documents were produced during the development of the San Juan Capistrano General Plan, including the San Juan Capistrano Technical Background Working Report and the General Plan Program Environmental Impact Report (Program EIR). Other technical reports used in preparing the Plan include those for biological resources, noise, traffic/ circulation, fiscal impact, cultural resources, geology, and flooding. These documents provide substantial background information for the General Plan.

Plan Organization and Use

The General Plan is comprised of this Introduction and 12 elements. Each element is complete in itself, but is an integral part of the General Plan. The General Plan is accompanied by an Implementation Plan and Glossary (Appendices A and B). The elements and the Implementation Plan will help the City achieve its vision for the future. Each of the 12 General Plan elements is organized according to the following format: 1) Introduction; 2) Issues, Goals and Policies; and 3) Plan.

The Introduction of each element describes the focus and the purpose of the element. The Introduction also identifies other related plans and programs outside of the General Plan that may be used to achieve specific General Plan goals. The relationship of the element to other General Plan elements is also specified in the Introduction.

The Issues, Goals and Policies section of each element contains a description of identified planning issues, goals and policies related to the element topic. The issues, goals and policies are based on input received from community workshops; members of the General Plan Advisory Committee (GPAC); members of the City Council and Planning Commission; and City staff.

The issues represent the opportunities, constraints or concerns that are addressed by the General Plan. The goals are overall statements of community desires and are comprised of broad statements of purpose or direction. The policies serve as guides to the City Council, Planning Commission, and City staff in reviewing development proposals and making other decisions that affect the future growth and development of San Juan Capistrano.

Each element also contains a Plan section. The Plan provides an overview of the City's course of action to implement the identified goals and policies. For example, the Land Use Element contains a "Land Use Plan" indicating the types and intensities of land use permitted in San Juan Capistrano. The Circulation Element contains a "Circulation Plan" describing the overall circulation system required to meet the future needs of San Juan Capistrano. Whenever possible, the Plan contains illustrative maps, diagrams and tables.

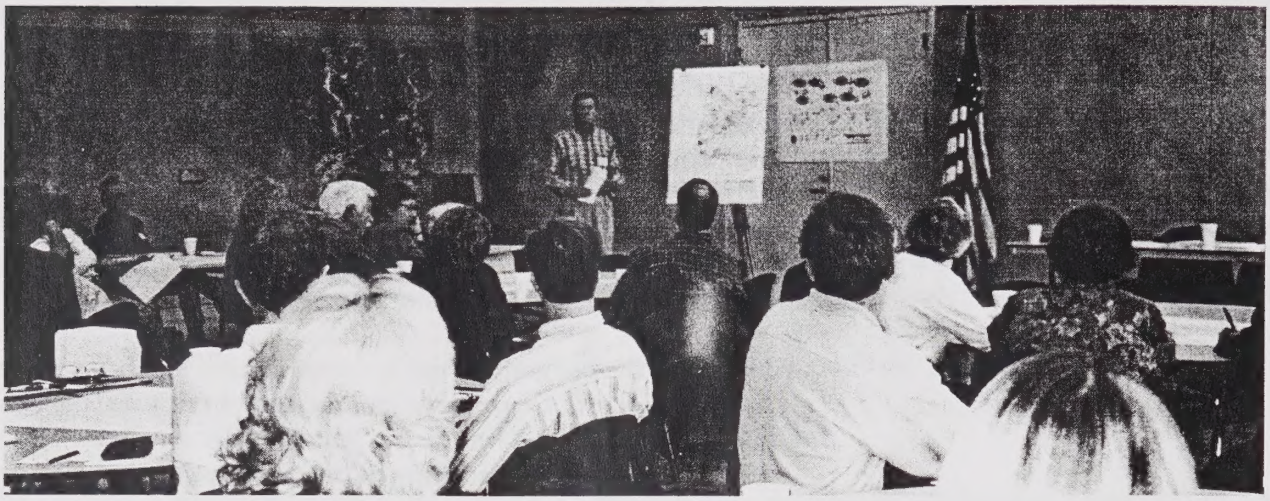
Following the elements is the Implementation Plan (Appendix A) which identifies specific actions to achieve the goals, policies and plans identified in each General Plan element. The Implementation Plan is reviewed and updated periodically to update specific actions, schedules, responsible parties and measures to ensure that General Plan goals, policies and plans are implemented. The Glossary is also an appendix of the General Plan (Appendix B) and provides a set of definitions for technical terms.

The organization of the General Plan allows users to turn to the section that interests them and quickly obtain a perspective on the City's policies on the subject. However, General Plan users should realize that the policies in the various elements are interrelated and should be examined comprehensively. Policies are presented as written statements, tables, diagrams and maps. All of these policy components must be considered together when making planning decisions.

Community Participation in the General Plan Program

Public participation played an important role in updating the San Juan Capistrano General Plan. Because the General Plan reflects the community goals and objectives, citizen input was essential in identifying issues and formulating goals. Public participation in the General Plan preparation process occurred through the following methods:

- Public participation began at the **Program Initiation Workshop** involving the General Plan Advisory Committee, City staff and the public. The purpose of this workshop was to answer questions regarding the General Plan update program and discuss the vision, level of detail, and framework of the General Plan, including major planning issues to be addressed during the General Plan update program.



- Two **Community Workshops** were held during the General Plan update. The first community workshop was held to allow citizens and the business community to identify San Juan Capistrano's assets and issues that should be addressed in the General Plan. The second community workshop served to present the preliminary Draft General Plan to the public so that members of the community could provide comments and input on the preliminary draft plan and identify major areas of agreement and support, as well as areas where more refinement may have been necessary.

- As part of the General Plan update program, a **General Plan Advisory Committee** (GPAC) was formed to serve as an advisory committee to the City Council and the Planning Commission for the General Plan update. The GPAC members consisted of representatives of the Planning Commission and other standing commissions and committees; representatives of the community at large; and leaders from business within the City. The GPAC participated in five workshops in which they formulated a long-range vision for the future of San Juan Capistrano and assisted in translating this vision into General Plan issues, goals and policies, as well as suggestions for land use and circulation alternatives. The public was invited to share their comments and concerns with the members of the GPAC during these workshops.

- Two General Plan Program **newsletters** were prepared during the update program. These newsletters provided the public updated information on the status of the General Plan update program, upcoming workshop schedules, methods for public comment and a summary of the proposed General Plan. The newsletters were distributed

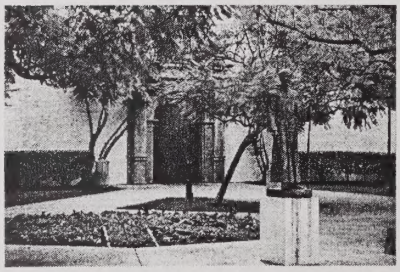
to all residents in San Juan Capistrano and were also available on the City's website.

- The City also utilized its **website** to provide current information on the General Plan update program. Both newsletters, as well as summaries of the comments received from the public during the initial formulation of the issues to be addressed in the General Plan, were posted on the website.

- The public had the opportunity to address decision makers directly regarding issues, concerns and desires at three joint **City Council/Planning Commission Workshops**. The first two workshops were held to allow the City Council and Planning Commission to provide direction on the issues, goals and policies to be included in the Draft General Plan, as well as direction on the land uses and circulation alternative to be used as the basis of the Draft General Plan. Once the preliminary Draft General Plan was completed, the third workshop was held to review that plan and incorporate the City Council and Planning Commission's comments into the Draft General Plan prior to public release.

- The Draft General Plan and Draft Environmental Impact Report were circulated for public review and comment before and during the **General Plan public hearings** held before the City Council and Planning Commission prior to adoption of the updated General Plan.

Way to the Future



The General Plan provides the way to achieve the future the community has identified for itself. Direction is established in the General Plan to take advantage of opportunities to achieve the community's goals for the future. The policies and plans in the elements and the Implementation Program provide guidance for dealing with changing conditions and specific actions to optimize the community potential. The path established in the General Plan is an integrated union of the enduring historic values responsible for modern prosperity and innovative approaches to achieve the vision for the future.

San Juan Capistrano

General Plan

Land Use Element

Table of Contents

List of Tables

List of Figures

Introduction

The Land Use Element is a guide to land use planning within the City of San Juan Capistrano and affects many of the issues addressed in the other General Plan elements. The Land Use Element identifies the type and location of future land uses within the City. The specific land uses and their location within the community in turn affect the remaining General Plan elements. For example, the location and type of land uses outlined in the Land Use Element affect the circulation system that is identified in the Circulation Element, and the open space facilities identified in the Land Use Element affect the Conservation & Open Space Element policies. The land uses identified in the Land Use Element also reflect community's goals for its future form and character.

Purpose of the Land Use Element

The community's desire to preserve its rich history and control future development resulted in the City incorporation in 1961. As a city, state law requires that San Juan Capistrano prepare and adopt a General Plan as a tool to manage growth and development. The Land Use Element is a mandatory element or chapter of the General Plan.

The purpose of the Land Use Element is to describe present and planned land use activity which has been designed to achieve the community's long-range goals for the future. The Land Use Element identifies the proposed general distribution, location, and extent of land uses such as open space and recreation, residential, commercial, industrial, and public/ institutional. The element consists of text, maps, and diagrams which outline the future land uses within the City and how these uses are integrated with the other General Plan elements and policies. The Land Use Policy Map is a particularly important feature of the element since it shows the location, and types of development within the City. The Element also describes the intensity or density of development planned for the community. The Land Use Element also addresses the relationship between development and environmental quality, potential hazards, and social and economic objectives.

The Land Use Element of the San Juan Capistrano General Plan represents the City's desire for long-range changes and enhancements of land uses. The current Element and its policies form a continuation with policies and goals to create a

future in which the traditional character of the City is preserved and enhanced by new development. Finally, the goals and policies contained in this Element establish the constitutional framework for future land use planning and decision making in San Juan Capistrano.

Scope and Content of the Land Use Element

The Land Use Element complies with the requirements of the General Plan Land Use Element mandated in Government Code Section 65302(a). The Element is comprised of three sections: 1) Introduction, 2) Issues, Goals and Policies, and 3) the Land Use Plan. In the Issues, Goals and Policies section, major land use issues are identified and related goals and policies are established to address these issues. The goals, which are overall statements of the community's desires, are comprised of broad statements of purpose and direction. The policies serve as guides for reviewing development proposals, planning facilities to accommodate anticipated growth, and accomplishing community development strategies. To achieve the goals and policies, a logical, organized land use pattern is established in the Plan with standards for future community development. The Plan contains the Land Use Policy Map which graphically identifies the planned land uses within San Juan Capistrano. The land use designations are described, including the type and density of allowed uses, and a statistical summary of the future land use composition is provided. Neighborhood areas which may involve more focused planning efforts are also identified. Specific implementation programs for the element are located in the General Plan Implementation Program (Appendix A).

Related Plans and Programs

There are a number of related plans and programs that are considered in the formulation, adoption and implementation of local land use policy. Related plans and programs are both local and regional in nature. Regional planning agencies, such as the Southern California Association of Governments (SCAG), recognize that planning issues extend beyond the boundaries of individual cities. Efforts to address regional planning issues such as air quality, transportation, affordable housing and habitat conservation have resulted in the adoption of regional plans. The form and distribution of development in San Juan Capistrano are affected by regional plans. Relevant local and regional plans related to the Land Use Element are discussed briefly in the following sections.

California Environmental Quality Act (CEQA) and Guidelines

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects that might affect the environment. The provisions of the law and environmental review procedure are described in the CEQA Statutes and the CEQA Guidelines which were amended in 1998. Implementation of CEQA ensures that during the decision making stage of development, City officials and the general public will be able to assess the environmental impacts associated with private and public development projects.

City of San Juan Capistrano Zoning Ordinance

San Juan Capistrano adopted its first Zoning Ordinance 1961 and adopted the current Zoning Ordinance and related Zoning Map in 1975. The ordinance has since been updated to incorporate changes to the General Plan and within the community. The Zoning Ordinance is the primary implementation tool for the Land Use Element. Together, the Zoning Ordinance and Zoning Map identify specific types of land use, intensity of use, and development and performance standards applicable to specific areas and parcels of land within the City.

Historic Town Center Master Plan

The Historic Town Center Master Plan was adopted by the City in 1995 to address the specific needs of the downtown area. The Master Plan contains goals and policies for the downtown area based on the opportunities and constraints that were identified during the planning process. These goals and policies provide direction on how the General Plan should be implemented in the historic downtown center.

Los Rios Precise Plan

The Los Rios Precise Plan was adopted in February 1978 and is in the process of being revised. The Precise Plan addresses the special planning needs identified by the community for the historic Los Rios District. The Plan provides goals, policies and specific development standards for future development in the Los Rios Precise Plan area. Implementation of the Precise Plan is consistent with the goals and policies contain within this General Plan.

City of San Juan Capistrano Redevelopment Plan

The City of San Juan Capistrano created a Community Redevelopment Agency in 1983 in accordance with the California Community Redevelopment Law to eliminate blight within the designated redevelopment project area. With the adoption of Assembly Bill 1290, the Community Redevelopment Agency has prepared a five year implementation plan in 1994 for the San Juan Capistrano Central Redevelopment Project Area. This plan was updated in 1997. The Redevelopment Plan is one of the tools that the City utilizes to implement policies included in the Land Use Element.

County of Orange Coastal Sage Scrub Natural Communities Conservation Planning (NCCP)

The Coastal Sage Scrub NCCP was established to form a regional habitat planning and management system to address the long-term viability of sensitive plant and animal species (particularly the California gnatcatcher, catus wren and orange-throated whiptail lizard) in the coastal sage scrub of Orange County. The NCCP establishes the framework for the establishment of a biological habitat reserve, and growth is allowed to continue to occur within this framework. The Orange County NCCP for the Southern California region is based on voluntary and collaborative participation among property owners, local governments, state and federal agencies and environmental organizations.

SCAG Growth Management Plan

The SCAG Growth Management Plan recommends methods to direct regional growth to minimize traffic congestion and better protect environmental quality. The goals of the Growth Management Plan include balancing jobs and housing. While SCAG has no authority to mandate implementation of its Growth Management Plan, principal goals have implications for the land use composition of San Juan Capistrano. The SCAG goals are generally reflected throughout all of the General Plan elements, including the Land Use Element.

South Coast Air Quality Management Plan

The South Coast Air Quality Management Plan (AQMP) mandates a variety of measures to improve air quality. To comply with the AQMP, the Land Use Element organizes land uses in relation to the circulation system, promotes commercial and industrial land uses with convenient access to

transportation, and provides a balanced Land Use Plan that promotes a favorable relationship between jobs and housing.

Orange County Growth Management Element

The purpose of the Orange County Growth Management Element is to ensure that the transportation system and other public facilities are adequate to meet the current and projected needs of Orange County. The Element establishes the following major policies:

1. Development Phasing: Development will be phased according to Comprehensive Phasing Plans (CPPs) adopted by the County. Phasing is limited to roadway and public facility capacities;

2. Balanced Community Development: Development will be balanced to encourage employment of local residents, and both employment and employee housing in the County, as well as in individual Growth Management Areas (GMAs);

3. Traffic Level of Service: Future development creates the need for improvements to major intersections significantly impacted by growth, and a developer fee program is included to pay for improving affected intersections on a pro-rata basis;

4. Traffic Implementation Programs: The Element requires that all new development provide necessary transportation facilities and intersection improvements as a condition of development approval; and,

5. Public Facility Plans: The Element requires comprehensive public facility plans for fire, sheriff/police and library services. New development participates on a pro-rata basis.

Implementation of the Orange County Growth Management Element involves the establishment of: 1) Growth Management Areas (GMAs) to implement Comprehensive Phasing Plans, 2) Facility Implementation Plans to address the financing of public facilities for each GMA, 3) County-wide implementation and evaluation of compliance with development phasing and improvements, and 4) traffic improvements/public facility development agreements. San Juan Capistrano is located in GMAs 9 and 11.

Relationship to Other General Plan Elements

According to state planning law, the Land Use Element must be consistent with the other General Plan Elements. Each element is independent and all the elements together comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals.

The Land Use Element relates very closely to all of the other General Plan elements. This element establishes the planned land use pattern for San Juan Capistrano based on the historic formation of the City and the community's vision of the future. Alternatively, the other General Plan elements ensure that infrastructure and public facilities are available to accommodate planned land uses, and that the unique qualities of San Juan Capistrano are safeguarded and enhanced.

For example, the Housing Element of the General Plan provides the basis for establishing housing stock that meets the affordability requirements and other special needs of the community. The Circulation Element provides a Circulation Plan to accommodate increased traffic from planned development. The use of alternative transportation modes and reduction of automobile trips are addressed in the Circulation Element to meet the transportation demands from new development, and to mitigate the impact of development on regional air quality and traffic conditions.

A number of the areas are designated for parks and open space on the Land Use Policy Map for recreational and aesthetic purposes. The Parks & Recreation and Conservation & Open Space Elements provide policy and plans to maintain and enhance existing parks and recreational facilities and to develop new facilities to meet new demand from population growth. Conservation & Open Space policy is also designed to protect natural resources.

Land uses designated in the Land Use Element are also affected by the Cultural Resources Element which provides the basis to protect and preserve cultural resources which may otherwise be negatively affected by new development. The Community Design Element also is designed to promote the traditional character of the community by creating design guidelines for new development identified in the Land Use Element.

The Safety, Floodplain Management, and Noise Elements ensure that planned land uses identified in the Land Use Element are compatible and will not result in public safety hazards or exposure of people to excessive noise.

As development continues in San Juan Capistrano, utilities and public services must be available for new businesses and residents. The Public Facilities & Utilities, and Growth Management Elements address the availability of utilities and services for planned development including law enforcement, fire protection, public schools, community centers, libraries, water, sewer, electricity, natural gas, flood control, solid waste, telephone, cable and transportation facilities. These two elements assure that adequate utilities and services are available for planned development identified in the Land Use Element.

Issues, Goals, and Policies

The Land Use Element addresses future land use within the community. The Element focuses on how vacant land will be allowed to develop, as well as how certain developed land may be redeveloped for other use.

Six major issues are addressed in the goals, policies and implementation actions of the Land Use Element. These major issues include: (1) balancing land uses within the City to ensure that revenue generation matches service provision responsibilities; (2) controlling and directing future growth within the City so that the community character is preserved; (3) protecting open space areas to protect the public safety and the visual quality of the community ; (4) promoting economic development within the community; and (5) enhancing and preserving the character of existing neighborhoods. Each issue and the related goals, policies and implementing actions are identified and discussed in the following section.

Balance of Land Uses

San Juan Capistrano is primarily a residential community. While the City requires revenue generated by commercial and industrial uses to support the needs of the existing community, these non-residential land uses must be compatible with the existing community. Land uses such as open space areas can be used to buffer residential areas from non-residential uses. Land use designations can also limit the types of industrial and commercial activities which may occur to those which are most compatible with residential areas. The City is also fortunate that it is located between Disneyland and Legoland and has the Mission to attract tourists traveling between the two larger attractions.

Land Use Goal 1: Develop a balanced land use pattern to ensure that revenue generation matches the City's responsibility for provision and maintenance of public services and facilities.

Policy 1.1: Encourage a land use composition in San Juan Capistrano that provides a balance or surplus between the generation of public revenues and the cost of providing public facilities and services.

Policy 1.2: Encourage commercial, tourist-oriented, and industrial development that is compatible with existing land uses within the City to improve the generation of sales tax, property tax, and hotel occupancy tax.

Policy 1.3: Encourage mixed commercial and residential use projects in the Mission District downtown area to conserve land and provide additional housing opportunities and population to support commercial services and retail sales.

Control and Direct Growth

San Juan Capistrano, as well as the surrounding region, has experienced substantial growth over the past 25 years. New development brings change, and a changing community character. While recognizing that change is inevitable, the community is still able to plan and guide future development so that it complements the existing community, and enhances the existing character and themes found in San Juan Capistrano.

Land Use Goal 2: Control and direct growth so that community character is preserved.

Policy 2.1: Continue controlling growth through the implementation of the City's residential growth management program.

Policy 2.2: Assure that new development is consistent and compatible with the existing character of the City.

Policy 2.3: Ensure that development corresponds to the provision of public facilities and services.

Population Distribution and Open Space

Land use density varies depending upon the ability of the specific land to support residential development. Development in the flat lands in the valley floor, if located outside of the floodplain, creates lower risks to residents in comparison to the hillsides which are subject to landslide and erosion. As a result, higher densities of population could be allocated to those areas posing lower risks.

Land Use Goal 3: Distribute additional population within the City based on risk factors.

Policy 3.1: Confine higher density land uses to the valley areas outside of the floodplain.

Policy 3.2: Limit density of development in the hillsides, floodplains, and other high risk areas.

Open space and natural features provide visual quality in San Juan Capistrano. Open spaces also can protect community safety by limiting development in high risk areas such as hillsides and floodplains. The quality of life can also be maintained by preserving areas which contribute to the community in an open space capacity, such as groundwater recharge and recreational areas.

Land Use Goal 4: Preserve major areas of open space and natural features.

Policy 4.1: Preserve areas of natural hazards, such as landslides and floodplains, which would jeopardize the public health and safety.

Policy 4.2: Implement land and open space-rights acquisition programs to allow for the long-term preservation of open space resources.

Policy 4.3: Preserve designated ridgelines and the immediate adjacent area to maintain the open space character of the community.

Economic Development

San Juan Capistrano has preserved its historic downtown central business district. The area provides a focal point for the community, and is pedestrian-friendly which allows people to walk from destination to destination. Unfortunately, recent economic studies indicate that locally served retail is overbuilt and can not be supported. Past changes in the economic environment has encouraged strip development outside of the core commercial area. This type of development, which typically serves a local market, threatens the viability of the existing downtown commercial area. The location of regional related retail generally occurs outside the historic downtown and could change the visual character of the community. To preserve the viability of the downtown area, and to preserve the character of San Juan Capistrano, the community should carefully encourage commercial development within the central business district.

Land Use Goal 5: Encourage commercial development which serves community needs and is located in the existing central business district.

Policy 5.1: Encourage the location and retention of businesses within the downtown Mission District.

In a recent report by Keyser Marston Associates, San Juan Capistrano was found to have an oversupply of commercial uses serving the local community. With the small local population, these commercial centers are underutilized, and many are not well maintained, which has a negative visual impact on the community.

Land Use Goal 6: Enhance or redevelop underperforming commercial centers.

Policy 6.1: Allow for the transition of the oversupply of commercial land use to other economically viable revenue producing land uses.

Community and Neighborhood Character

San Juan Capistrano has experienced substantial residential growth over the last 25 years. The City contains a number of distinct neighborhoods defined by natural and man-made physical features, including San Juan, Oso, and Trabuco Creeks, steeply sloped areas defining the west and east portions of the community, Interstate 5, and the railroad line. Recognition of these areas can encourage more focused neighborhood-level planning and improvements in the future, particularly in older neighborhoods.

Land Use Goal 7: Enhance and maintain the character of neighborhoods.

Policy 7.1: Preserve and enhance the quality of San Juan Capistrano neighborhoods by avoiding or abating the intrusion of non-conforming buildings and uses.

Policy 7.2: Ensure that new development is compatible with the physical characteristics of its site, surrounding land uses, and available public infrastructure.

Policy 7.3: Utilize programs for rehabilitation of physical development, infrastructure and undergrounding of utilities within the City to improve community neighborhoods.

Policy 7.4: Protect the existing population and social character of older areas subject to rehabilitation and redevelopment.

Related Goals and Policies

The goals and policies described in the Land Use Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from other elements directly or indirectly support the goals and policies of the Land Use Element. These supporting goals and policies are identified in Table LU-1.

Table LU-1
Related Goals and Policies by Element

General Plan Elements	Land Use Issue Area				
	Balance of Land Uses	Control and Direct Growth	Population Distribution and Open Space	Economic Development	Community and Neighborhood Character
Land Use					
Housing					
Circulation	1.1	1.1			
Safety			1.1, 1.2		
Conservation & Open Space	6.4		1.1, 1.2, 1.3, 2.2, 2.3, 4.1, 5.2, 5.3	3.1	5.1
Noise					1.1, 1.2, 2.1, 2.3, 3.1, 3.2
Cultural Resources					1.2, 1.3
Community Design		1.2, 2.1	1.1, 3.1, 3.2, 3.4		1.2, 2.1
Growth Management	1.1, 1.2, 1.3, 3.1	1.1, 1.2, 1.3			1.1, 1.2, 1.3
Parks & Recreation			1.9, 3.1		
Public Facilities & Utilities	1.2, 2.2, 3.2, 4.1, 5.1, 6.1, 7.1	1.2, 2.2, 3.2, 4.1, 5.1, 6.1, 7.1		7.3	1.2, 2.2, 3.2, 4.1, 5.1, 6.1, 7.1
Floodplain Management				1.2, 2.2, 3.2, 4.1, 5.1, 6.1, 7.1	

Land Use Plan

San Juan Capistrano is a City where land use decisions are affected by the community's desire to preserve and protect its historic character and large areas of open space. The nature and character of existing development, the desire for greater economic development, planned infrastructure capacity, and concerns for environmental sensitivity all have an influence on the development of land use policy and planning for future land use.

Natural and human made corridors located through the community also affect land use planning in San Juan Capistrano. The City's creeks, roadways and railway form constraints to development, but also provide opportunities for land use. While limiting development in the floodplain, the creeks provide recreational opportunities and add to the character of San Juan Capistrano. The roadways and railway create physical barriers and are sources of noise, but they also provide access to the City and carry customers to the commercial uses located along the major roadways.

The Land Use Plan describes the approach that will be used to build upon the community's history of sound planning. The Plan addresses the issues identified in the previous section of the Element. The goals and policies described in that previous section provide the basis for the Plan and are supported by approaches to maintain an advantageous balance among land uses, control and direct growth, reduce the risk to new residents from natural hazards while preserving open space, promote viable commercial development, and preserve existing neighborhood character.

Balance of Land Uses

The variety of land uses within San Juan Capistrano affects the important balance between the generation of public revenues and the provision of public facilities and services. Achieving and maintaining a balance of land uses can ensure fiscal stability and also create a desirable community in which people can work, shop, reside and recreate.

The majority of San Juan Capistrano is developed, and limited vacant land is available for future new development. As a result, future growth will occur with the development of the few remaining vacant parcels of land and the redevelopment of

currently developed parcels. The Land Use Plan identifies the land uses for these parcels which will create a land use composition that provides a balance between the generation of public revenues and the cost of providing public facilities and services.

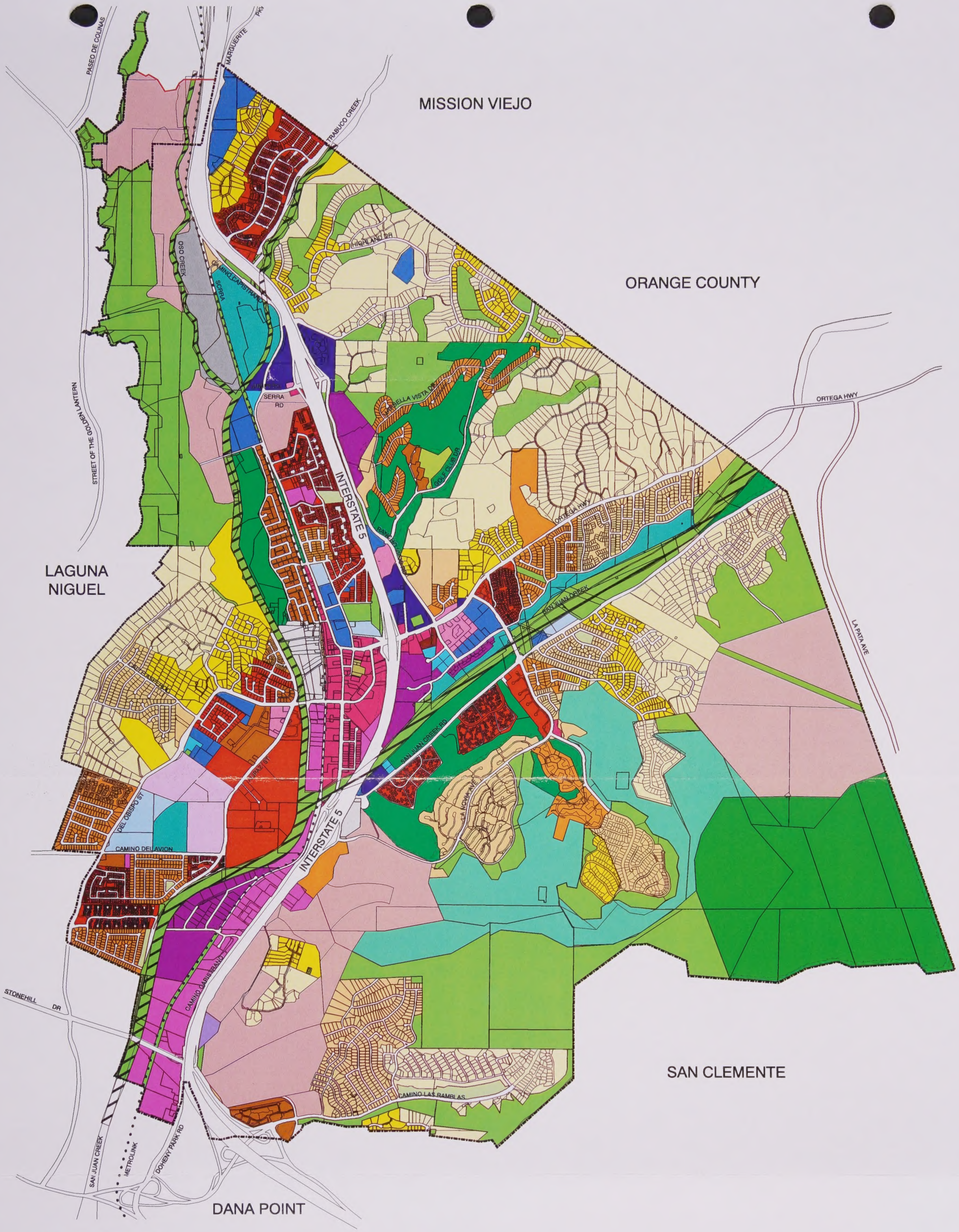
Implementation of the Land Use Plan will also assist in creating a balance between the number of jobs and housing units within the City. A balance between jobs and housing allows some people to live and work within the same community. This results in a reduction of traffic, thereby reducing the level of air pollution and improving the quality of life for the community.

San Juan Capistrano is located within a housing rich sub-region. The City has identified vacant or underutilized parcels that are appropriately located for employment generating uses. The City will implement the Land Use Plan to assure that a balance of land uses occurs, maintaining fiscal stability and an improved jobs/housing balance.

Land Use Classification System

The Land Use Policy Map (Figure LU-1) illustrates the various types and distribution of land uses planned for San Juan Capistrano. The land use classification system is presented in Table LU-2 and includes 28 land use designations. These land use designations identify the types and nature of development allowed in particular locations depicted on the Land Use Policy Map.

The residential category includes seven designations that allow for a range of housing types and densities. The non-residential categories include a variety of designations, such as neighborhood commercial, general commercial, industrial park, light industrial, quasi-industrial, and office/research park to promote a wide range of revenue- and employment-generating businesses. Other non-residential designations include public/institutional and open space & recreation to provide for public uses and open space.



LAND USE DESIGNATIONS

VLD	Very Low Density (0 to 1 DUs/Acre)	NC	Neighborhood Commercial	PI	Public & Institutional	SP	Speciality Park		City Boundary
LD	Low Density (1 to 2 DUs/Acre)	GC	General Commercial	PS	Existing Public Schools	RP	Regional Park		Sphere of Influence Boundary
MLD	Medium Low Density (2 to 3.5 DUs/Acre)	IP	Industrial Park	ACF	Assisted Care Facilities	NOS	Natural Open Space		Creek
MD	Medium Density (3.5 to 5 DUs/Acre)	QI	Quasi-Industrial	GOS	General Open Space	RC	Recreation Commercial		
MHD	Medium High Density (3.5 to 8 DUs/Acre)	AB	Agri-Business	OSR	Open Space Recreation	PC	Planned Community		
HD	High Density (8 to 18 DUs/Acre)	LI	Light Industrial	NP	Neighborhood Park	SP/PP	Specific Plan/Precise Plan		
AF/SH	Affordable Family/ Senior Housing	ORP	Office Research Park	CP	Community Park	SS	Special Study		

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Figure LU-1
Land Use Policy Map

Table LU-2
Land Use Classification System

Major Land Use Groupings	Dwelling Units Per Gross Acre Range or Maximum Floor Area Ratio(a)	Average Dwelling Units Per Acre or Average Floor Area Ratio(b)	Land Use Designation and Summary Description
Open Space & Recreation	0.20:1	0.0001:1	1.0 General Open Space- An individual use or combination of the uses listed in other open space and recreation designations. Site-specific uses are determined during review of development applications.
	0.10:1	0.005:1	1.1 Open Space Recreation - Outdoor recreational facilities, including golf courses, swimming schools, tennis clubs and equestrian clubs.
	0:10:1	0.005:1	1.2 Neighborhood Park - Small neighborhood parks serving residential areas in immediate vicinity.
	0.05:1	0.01:1	1.3 Community Park - Major active recreation sites, serving a larger population and geographic area.
	0.20:1	0.05:1	1.4 Specialty Park - Unique or specialized forms of recreational activity.
	0.01:1	0.001:1	1.5 Regional Park - Active and passive recreational activities serving a large population and geographic area extending beyond the City.
	0.01:1	0.0001:1	1.6 Natural Open Space - Natural open space land preserving highly visible open space areas and allowing equestrian/hiking trails and public utilities.
	0.40:1	0.1:1	1.7 Recreation Commercial - Indoor recreational activities, including bowling, cinemas, gymnasiums and similar activities.
Residential	0-1.0	1	2.0 Very Low Density - Detached single- family dwellings. Allows up to 1 dwelling units per gross acre.
	1.1-2.0	2	2.1 Low Density - Detached single-family dwelling. Allows up to 2 dwelling units per gross acre.
	2.1-3.5	3.3	2.2 Medium Low Density - Single-family dwelling. Allows up to 3.5 dwelling units per gross acre.
	3.6-5.0	4.5	2.3 Medium Density - Single-family dwellings, mobile home parks, duplexes, and multi-family dwellings including, condominiums, and townhomes. Allows up to 5 dwelling units per gross acre.
	5.1-8.0	7.5	2.4 Medium High Density - Single-family dwellings, mobile home parks, duplexes, and multi-family dwellings including condominiums, and townhomes. Allows up to 8 dwelling units per gross acre.
	8.1-18.0	17	2.5 High Density - Single-family dwellings, mobile home parks, duplexes, and multi-family dwellings including condominiums, townhomes, and apartments. Allows up to 18 dwelling units per gross acre.
	18.1-25.0	25	2.6 Affordable Family/Senior Housing - Affordable multi-family dwellings for families and seniors, including condominiums, apartments and cooperatives. Allows up to 25 dwelling units per gross acre.

Table LU-2
Land Use Classification System

Major Land Use Groupings	Dwelling Units Per Gross Acre Range or Maximum Floor Area Ratio(a)	Average Dwelling Units Per Acre or Average Floor Area Ratio(b)	Land Use Designation and Summary Description
Commercial	0.25:1	0.20:1	3.0 Neighborhood Commercial - Retail, office, and service-oriented business activities serving a local community area and population.
	.50:1	0.30:1	3.1 General Commercial - Retail, office, and service-oriented business activities serving a community-wide area and population or broader market.
Industrial	0.40:1	0.30:1	4.0 Industrial Park - Light industrial and manufacturing uses. Allowable uses include wholesale businesses, light manufacturing and assembly, research and development, warehousing and storage, and distribution and sales,
	0.40:1	0.30:1	4.1 Quasi-Industrial - Light industrial and manufacturing uses, including those allowed in the Industrial Park designations. Also allows variety of regional and sub-regional commercial activities, such as vehicle sales and large box retail.
	0.10:1	0.05:1	4.2 Agri-Business - Agricultural crop production and sales, and animal breeding, boarding, raising and training.
	0.40:1	0.30:1	4.3 Light Industrial - Light industrial and manufacturing uses. Allowable uses include research & development light manufacturing and processing, offices, warehousing and storage, and high technology production.
	0.40:1	0.25:1	4.4 Office/Research Park - Single-tenant and multi-tenant offices, including legal, medical, financial, administrative, R&D, corporate and general business.
Public/ Institutional	0.40:1	0.25:1	5.0 Public & Institutional - Schools, churches, fire stations, community centers, utility substations, and office complexes.
	0.30:1	0.25:1	5.1 Existing Public Schools - Existing public schools.
	0.30:1	0.25:1	5.2 Potential Public Schools - Future public schools.
	0.40:1	0.40:1	5.3 Assisted Care Facilities - Specialized care and housing facilities for seniors and persons requiring special medical housing.
Special	Varies	Varies	Special Study - Areas that have unique features, environmental conditions, and/or development constraints requiring special regulations or standards designed to address or preserve those conditions.
	Varies	Varies	Specific Plan/Precise Plan - Areas governed by a specific plan or precise plan adopted prior to development.
	Varies	Varies	Planned Community - Denotes large areas of land under single or common ownership for detailed planning and development for residential, commercial, industrial, public/institutional, recreation and open space uses.

(a) Maximum allowable level of development standard for individual parcels of land.
(b) Assumed overall average level of development. Since the development which has occurred to date has not reached the maximum allowed level of density or intensity on every parcel of land, future development is expected to be less than the maximum on a city-wide basis. Therefore, an average level of density/intensity is used when projecting: 1) total future dwelling units/population for residential development; and 2) future square footage for non-residential development where floor area is used as a measurement of building intensity.

Land Use Density and Intensity

This Element uses certain terminology to describe the 28 land use designations. The term density is used for residential uses and refers to the population and development capacity of residential land. Density is described in terms of dwelling units per gross acre of land (du/gross acre).

Development intensity, which applies to non-residential uses, refers to the extent of development on a parcel of land or lot (i.e., the total building square footage, building height, the floor area ratio, and/or the percent of lot coverage). Intensity is often used to describe non-residential development levels; but, in a broader sense, intensity is also used to express overall levels of both residential and non-residential development types. In this Element, floor area ratio and building square footage are used as measures of non-residential development intensity.

Floor area ratio (FAR) represents the ratio between the total gross floor area of all buildings on a lot and the total area of that lot. The FAR controls the intensity of use on a lot. FAR is determined by dividing the gross floor area of all buildings on a lot by the land area of that lot. For example, a 20,000 square foot building on a 40,000 square foot lot yields a FAR of 0.50:1. A 0.50:1 FAR allows a single story building which covers most of the lot, or a two- story building with reduced lot coverage. Figure LU-2 depicts the calculation of FAR.

State General Plan law requires that the Land Use Element indicate the maximum densities and intensities permitted within the Land Use Plan. The land use designations shown on the Land Use Policy Map are described in detail in this Element. Table LU-2 lists each of the land use designations shown on the Land Use Policy Map and provides a corresponding indication of maximum density or intensity of development. Maximum allowable development on individual parcels of land is governed by these measures of density or intensity. The table also includes the average overall level of development within each land use designation within the planning area. These average levels of development represent an anticipated overall density and intensity of development for the planning area and are, therefore, less than the absolute maximum allowed for an individual parcel of land. For various reasons, many parcels in the community have not been developed to their maximum density or intensity and, in the future, maximum development as described in this Element can be expected to occur only on a limited number of parcels.

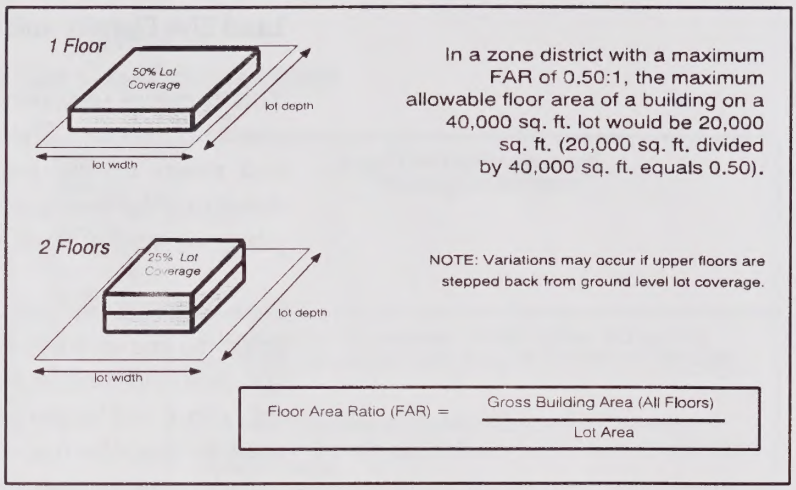


Figure LU-2
Floor Area Ratio

The overall future development of the City is anticipated to occur at the average level of density or intensity indicated in Table LU-2. Development at an intensity or density between the average and maximum levels can occur only where projects offer exceptional design quality, important public amenities or benefits, or other factors that promote important goals and policies of the General Plan.

Land Use Designations

All land in the San Juan Capistrano planning area is assigned to one of the 28 land use designations described below:

Open Space & Recreation Designations

1.0 General Open Space: The General Open Space designation is general in nature and provides for the possible combined development of several of the uses or the individual development of one of the uses specifically identified by the other open space and recreation designations. The determination of site-specific uses is based on more detailed studies during review of development applications. The maximum intensity of development is a floor area ratio of 0.20:1 and the average intensity of development is a floor area ratio of 0.0001:1.

1.1 Open Space Recreation: The Open Space Recreation designation provides for outdoor recreational facilities, including golf courses, swimming schools, tennis clubs, equestrian clubs, and caretaker facilities. The maximum intensity of development

is a floor ratio of 0.10:1 and the average intensity of development is a floor area ratio of 0.005:1.

1.2 Neighborhood Park: The Neighborhood Park designation provides for well distributed small neighborhood parks to serve residential areas in the immediate vicinity. These parks will be either public or private and will include areas for active sports play, tot lots, picnic areas, support facilities and caretaker facilities. The maximum intensity of development is a floor area ratio of 0.10:1 and the average intensity of development is a floor area ratio of 0.005:1.

1.3 Community Park: The Community Park designation provides for major active recreation sites, including large multipurpose fields for community events and informal recreation, sports fields and courts, concessions, maintenance/support facilities and caretaker facilities. The maximum intensity of development is a floor area ratio of 0.05:1 and the average intensity of development is a floor area ratio of 0.01:1.

1.4 Specialty Park: The Specialty Park designation provides for unique or specialized forms of recreational activities, such as community event space, outdoor amphitheater, or nature study center, as well as support/caretaker facilities. The maximum intensity of development is a floor area ratio of 0.20:1 and the average intensity of development is a floor area ratio of 0.05:1.

1.5 Regional Park: The Regional Park designation provides for future use of the Prima Deshecha landfill as phases are closed and available for active and passive recreational development. Activities that may be developed include multipurpose sports fields and courts, a golf course, picnic areas, camping facilities, concessions, maintenance/support facilities and caretaker facilities. The maximum intensity of development is a floor area ratio of 0.01:1 and the average intensity of development is a floor area ratio of 0.001:1.

1.6 Natural Open Space: The Natural Open Space designation provides for natural open space land that separates developed areas from one another, preserves natural features like creeks, ridgelines or hillsides, or includes natural hazards like landslides. This designation includes approximately 449 acres located in the southern portion of the City. Within this area is a designated ridgeline that is continuous and generally is oriented in a east/west direction, including two connected spine ridgelines. Since a portion of the designated ridgelines are located in close proximity to the common boundary with the adjacent General

Open Space, all areas within 200 feet of this ridgeline are considered Natural Open Space. The maximum intensity of development is a floor area ratio of 0.01:1 and the average intensity of development is a floor area ratio of 0.0001:1. Development is limited to those structures which are directly related to maintenance and caretaking of the natural open space.

1.7 Recreation Commercial: The Recreation Commercial designation provides for indoor recreational activities, including bowling, cinemas, gymnasiums and similar activities, as well as outdoor activities such as golf courses, tennis clubs, athletic fields and support/caretaker facilities. The maximum intensity of development is a floor area ratio of 0.40:1 and the average intensity of development is a floor area ratio of 0.1:1.

Residential Designations

Future development of land within residential designations shall be designed to fit into the general topography of the parcel, so as to appear to be a part of a natural setting. For the purposes of designing projects within residential designations, specific topographical features noted in this and other elements of the General Plan for preservation shall be accommodated. Developments are encouraged to use clustering of units to promote the retention of open space for scenic purposes, as well as to preserve ridgelines, unique topographic features and sensitive natural habitat areas. In implementing this provision, a slope formula will be considered for future development standards that will reduce the density of development for steeper slopes within the residential land use designations.

2.0 Very Low Density: The Very Low Density residential land use designation provides for the development of very low density single-family dwellings and accessory buildings and is generally located in hillside areas. Uses such as mobile and modular homes, second single-family units, guest houses, public facilities, and others which are compatible with and oriented toward serving the needs of very low density single-family neighborhoods may also be allowed.

The Very Low Density residential land use designation has been assigned to areas within the City that have unique or significant hillside features such as ridgelines, creeks, slopes, sensitive habitat areas or mapped landslides. This designation has a density range from zero to a maximum of 1.0 unit per acre.

The maximum density of this land use designation may be exceeded to complement General Plan Housing Element policy

in accordance with the density bonus provisions of Section 65915 of the California Government Code.

2.1 Low Density: The Low Density residential land use designation provides for the development of low density single-family dwellings and accessory buildings. Uses such as mobile and modular homes, second single-family units, guest houses, public facilities, and others which are compatible with and oriented toward serving the needs of low density single-familyneighborhoods may also be allowed.

This designation allows a maximum of 2.0 dwelling units per gross acre. The maximum density of this land use designation may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

2.2 Medium Low Density: The Medium Low Density residential land use designation provides for the development of medium low density single-family dwellings and accessory buildings. Uses such as mobile and modular homes, second single-family units, guest houses, churches, schools, family day care homes, public facilities, and others which are compatible with and oriented toward serving the needs of medium low density single-family neighborhoods may also be allowed.

This designation allows a maximum of 3.5 dwelling units per gross acre of land. Development under this designation should maintain a medium low density character. The maximum density of this land use designation may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

2.3 Medium Density: The Medium Density residential land use designation provides for the development of medium density single-family detached and attached dwelling units, mobile home parks, duplexes and multi-family dwellings, such as townhomes and condominiums, as well as accessory buildings. Uses such as mobile and modular homes, second single-family units, guest houses, churches, schools, family day care homes, public facilities, and others which are compatible with and oriented toward serving the needs of medium density single-family neighborhoods may also be allowed.

This designation allows a maximum of 5.0 dwelling units per gross acre of land. Development under this designation should maintain a medium density character. The maximum density of

this land use designation may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

2.4 Medium High Density: The Medium High Density residential land use designation provides for the development of medium high density single-family detached and attached dwelling units, mobile home parks, duplexes, and multi-family dwellings, such as townhomes and condominiums, as well as accessory buildings. Uses such as mobile and modular homes, second single-family units, guest houses, churches, schools, family day care homes, public facilities, and others which are compatible with and oriented toward serving the needs of medium high density single-family neighborhoods may also be allowed.

This designation allows a maximum of 8.0 dwelling units per gross acre of land. Development under this designation should maintain a medium high density character. The maximum density of this land use designation may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

2.5 High Density: The High Density residential land use designation provides for the development of high density single-family detached and attached dwelling units, mobile homes, modular homes, duplexes, and multi-family dwellings, such as townhomes, condominiums, apartments, and cooperatives, as well as accessory buildings. Uses such as mobile and modular homes, second single-family units, guest houses, churches, schools, family day care homes, public facilities, and others which are compatible with and oriented toward serving the needs of high density single-family neighborhoods may also be allowed.

This designation allows a maximum of 18.0 dwelling units per gross acre of land. Development under this designation should maintain a high density character. The maximum density of this land use designation may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

2.6 Affordable Family/Senior Housing: The Affordable Family/Senior Housing residential land use designation provides

for the development of high density multi-family dwellings for affordable housing for both families and seniors, such as condominiums, apartments, and cooperatives, as well as accessory buildings. Uses such as mobile and modular homes, second single-family units, guest houses, churches, schools, family day care homes, public facilities, and others which are compatible with and oriented toward serving the needs of senior housing projects may also be allowed. This designation applies only to residential projects that provide for the long-term affordability of specified residential units consistent with the provisions of the Housing Element.

This designation allows a maximum of 25.0 dwelling unit per gross acre of land. Development under this designation should maintain a high density character. The maximum density of this land use designation may be exceeded to complement General Plan Housing Element policy in accordance with the density bonus provisions of Section 65915 of the California Government Code.

Commercial Designations

3.0 Neighborhood Commercial: The Neighborhood Commercial land use designation provides for a variety of retail, office, and service-oriented business activities serving a local community area and population. Other uses that are determined to be compatible with primary uses, such as public facilities, may also be allowed. Neighborhood commercial land uses serve local areas and generally include professional and business offices, retail and commercial services, and public facilities. Site development standards for this land use designation encourage smaller projects and provide for appropriate setbacks, parking, landscaping, buffering from residential land use areas and other features which create well-designed, attractive projects. The maximum intensity of development is a floor area ratio of 0.25:1 and the average intensity of development is a floor area ratio of 0.20:1.

3.1 General Commercial: The General Commercial land use designation provides for a variety of retail, office, and service-oriented business activities serving a community-wide area and population, as well as broader market area. Other uses that are determined to be compatible with primary uses, such as public facilities, may also be allowed. General Commercial land uses serve local, as well as broader market areas and generally include professional and business offices, retail and commercial services. Site development standards for this land use designation encourage larger tenant projects and provide for appropriate

setbacks, parking, landscaping, buffering from residential land use areas and other features which create well-designed, attractive projects. The maximum intensity of development is a floor area ratio of 0.50:1 and the average intensity of development is a floor area ratio of 0.30:1.

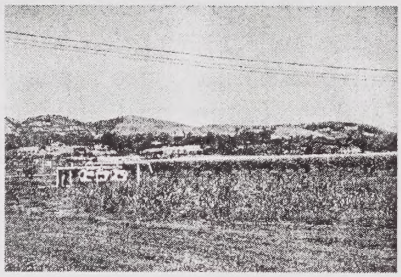
Industrial Designations

4.0 Industrial Park: The Industrial Park designation provides for a variety of light industrial and manufacturing uses that are non-polluting and which can co-exist compatibly with surrounding land uses. Uses allowed do not in their maintenance, assembly, manufacturing or operations create smoke, gas, dust, sound, vibrations, soot or glare to any degree which will be obnoxious or offensive to persons residing or conducting business in the City. Such activities are to be conducted within the building.

Allowable uses include research & development, light manufacturing and processing, offices, warehousing and storage, high technology production, and related uses. Other uses that are determined to be compatible with primary uses may also be allowed. The maximum intensity of development is a floor area ratio of 0.40:1 and the average intensity of development is a floor area ratio of 0.30:1.

4.1 Quasi-Industrial: The Quasi-Industrial designation provides for a variety of light industrial and manufacturing uses, including limited regional and sub-regional commercial activities that are non-polluting and which can co-exist compatibly with surrounding land uses. Uses allowed do not in their maintenance, assembly, manufacturing or operations create smoke, gas, dust, sound, vibrations, soot or glare to any degree which will be obnoxious or offensive to persons residing or conducting business in the City.

Allowable uses include research & development, light manufacturing and processing, large single tenant distribution and sales, automobile sales and leasing, offices, warehousing and storage, high technology production, and related uses. Other uses that are determined to be compatible with primary uses may also be allowed. The maximum intensity of development is a floor area ratio of 0.40:1 and the average intensity of development is a floor area ratio of 0.30:1.



4.2 Agri-Business: The Agri-Business designation provides for the production and sales of agricultural crops. Allowable uses include field and row crops, orchards and vineyards, nurseries, greenhouses and hydroponic gardens, as well as animal

breeding, boarding, raising and training. A single family home associated with the primary uses is also allowed. Other uses that are determined to be compatible with primary uses may also be allowed. The maximum intensity of development is a floor area ratio of 0.10:1 and the average intensity of development is a floor area ratio of 0.050:1.

4.3 Light Industrial: The Light Industrial designation provides for a variety of light industrial and manufacturing uses that are non-polluting and which can co-exist compatibly with surrounding land uses. Uses allowed do not in their maintenance, assembly, manufacturing or operations create smoke, gas, dust, sound, vibrations, soot or glare to any degree which might be obnoxious or offensive to persons residing or conducting business in the City.

Allowable uses include research & development, light manufacturing and processing, offices, warehousing and storage, high technology production, and related uses. Other uses that are determined to be compatible with primary uses may also be allowed. The maximum intensity of development is a floor area ratio of 0.40:1 and the average intensity of development is a floor area ratio of 0.30:1.

4.4 Office/Research Park: The Office/Research Park designation provides for single-tenant and multi-tenant offices that include professional, legal, medical, financial, administrative, research & development, corporate and general business offices and other supporting uses. Also included are small convenience or service commercial activities intended to meet the needs of the on-site employee population. Other uses that are determined to be compatible with primary uses may also be allowed. The maximum intensity of development is a floor area ratio of 0.30:1 and the average intensity of development is a floor area ratio of 0.25:1.

Public/Institutional Designations

5.0 Public & Institutional: The Public & Institutional designation provides for schools, churches, fire stations, community centers, utility substations and office complexes. Other uses that are determined to be compatible with primary uses may also be allowed. The maximum intensity of development is a floor area ratio of 0.40:1 and the average intensity of development is a floor area ratio of 0.25:1. The Land Use Element identified approximately 186 acres for Public & Institutional land uses which include provisions for private schools (grades K-12).

Future proposed amendments to the Land Use Element and Land Use Policy Map for private schools should only be considered if it is demonstrated that such a facility will be for the general public benefit and will not impact the financial viability of the City.

5.1 Existing Public Schools: The Existing Public Schools designation provides for existing public schools. Other uses that are determined to be compatible with primary uses may also be allowed. The maximum intensity of development is a floor area ratio of 0.30:1 and the average intensity of development is a floor area ratio of 0.25:1.

5.2 Potential Public Schools: The Potential Public Schools designation provides for potential public schools. This designation is not associated with a specific parcel of land, but indicates a general area in which a future school may be located. The maximum intensity of development is a floor area ratio of 0.30:1 and the average intensity of development is a floor area ratio of 0.25:1.

5.3 Assisted Care Facilities: The Assisted Care Facility designation provides for limited special public/institutional facilities that provide specialized care for seniors and persons requiring special medical housing. Allowable uses include senior assisted care housing, nursing homes, and other specialized housing of a similar nature. The maximum intensity of development is a floor area ratio of 0.40:1 and the average intensity of development is a floor area ratio of 0.40:1.

Special Designations

Special Study: The Special Study designation overlays the base land use designation of properties that have unique physical features, environmental conditions and/or other development constraints requiring special regulations or standards designed to address or preserve those conditions. Such properties may be developed for land uses other than those provided for under the land use designation currently assigned to that parcel. For such properties, preparation of a development plan by a project proponent, including special regulations or standards addressing the relevant features, conditions and/or constraints is required and will be considered by the City Council in determining whether to approve a requested general plan amendment and zone change.

Specific Plan/Precise Plan: The Specific Plan/Precise designation provides for areas governed by a specific plan or precise plan adopted prior to development. The maximum intensity of development will be determined based on the land uses and associated acres identified in the specific or precise plan.

Planned Communities

San Juan Capistrano contains four areas designated as Planned Community (depicted in Figure LU-3). The purpose of the Planned Community designation is to allow for the utilization of innovative land planning and building design. The Planned Community designation allows for flexibility in the design of a development project which may not be available with the other land use designations. Table LU-3 summarizes the designated land uses for each of the four Planned Communities and identifies the land use mix allowed for each Planned Community. The percentage mix of land uses for the planned communities serves as a guideline for developers, but may be modified with the approval of the City.

Development Capacity

The Land Use Plan for San Juan Capistrano includes average levels of residential and non-residential development, where all land in the planning area is developed according to the Plan. The average levels of development establish a capacity for the Land Use Plan that is expressed as estimates of total dwelling units, total population, and total square footage of non-residential development in the future.

Table LU-4 summarizes the development capacity of the Land Use Plan. This table provides a breakdown of land uses within San Juan Capistrano for purposes of identifying the estimated development capacity of the Land Use Plan.

The degree to which the estimated capacity exceeds projected population is referred to as "overage". Some overage is desirable to make allowances for inevitable small pockets of undevelopable land, to allow for difficulty in recognizing development trends in completely vacant areas, to allow for unforeseen need for public utilities, and to recognize that some owners will maintain their land in an undeveloped state beyond the time span of the Plan. The Southern California Association of Governments (SCAG) has recommended that Plan capacity not exceed approximately 1.20 to 1.25 times the projected population.

The measurement of capacity is accomplished by dividing the difference between maximum population capacity of the Plan by the projected population. For the San Juan Capistrano planning are, the maximum population capacity of the Plan is approximately 38,520 and the projected population is approximately 36,440, resulting in a capacity of 1.06.

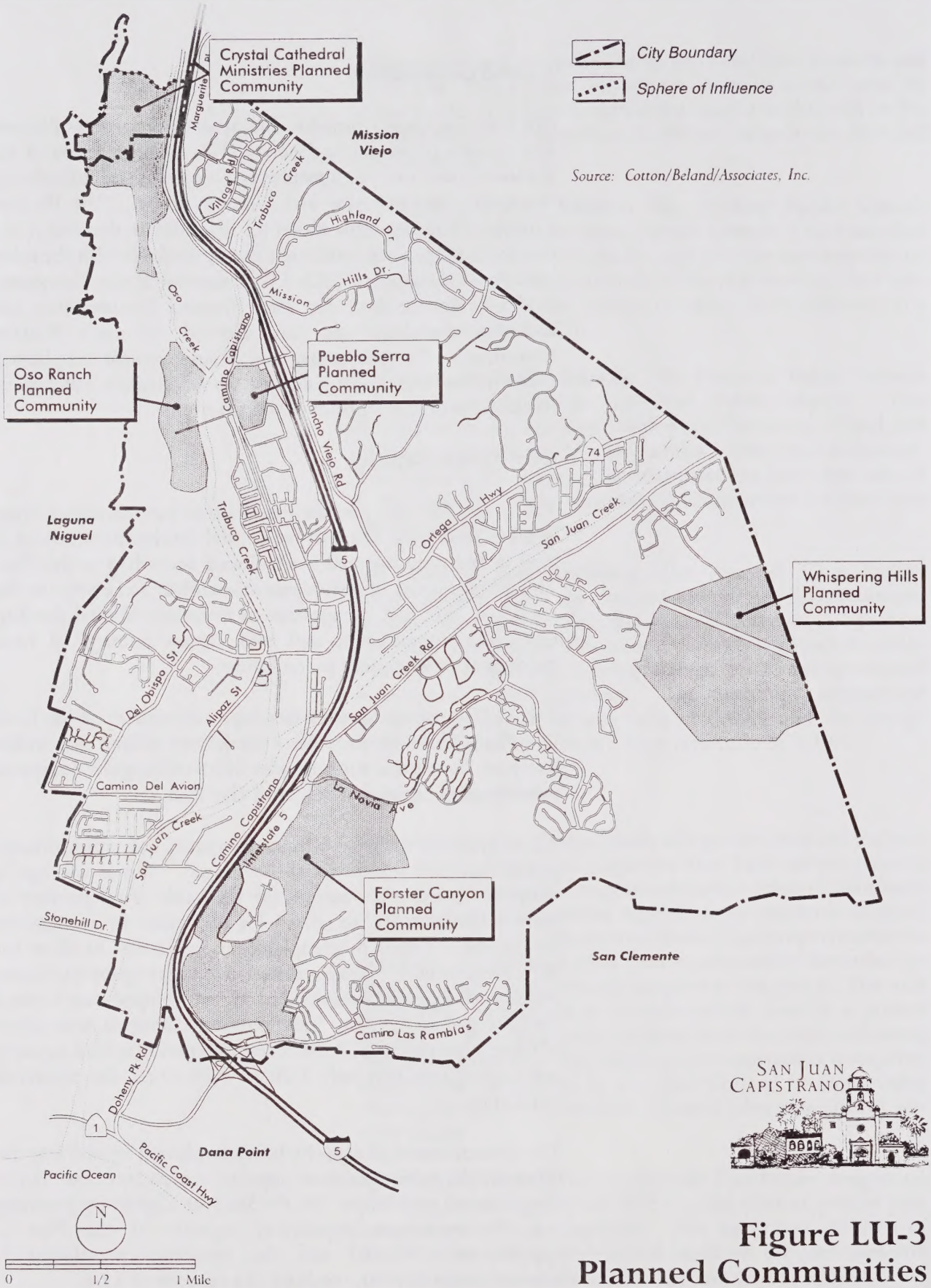


Figure LU-3
Planned Communities

Table LU-3
Planned Communities:
Allowable Uses Guideline

Planned Community	Allowed Land Use Mix Guidelines
Crystal Cathedral Ministries Planned Community	80% Public Institutional (includes retreat center) and 20% Assisted Care Facility (which may include a wellness center). Maximum Floor Area Ratio for Public Institutional will not be allowed unless the project offers exceptional benefits to the community.
Oso Ranch Planned Community	40% Public Institutional, 30% Affordable Family/Senior Housing and 30% Medium Density Residential
Pueblo Serra Planned Community	Office/Research Park (100%) with support accessory uses such as hotel, food services, etc.
Whispering Hills Planned Community	100% Very Low Density Residential
Forster Canyon Planned Community	28% Very Low Density Residential, 22% Medium Low Density Residential, 25% Medium Density Residential, 2% High Density Residential, 7% Open Space Recreation, 7% General Open Space,7% Light Industrial and 2% Public Institutional

Table LU-4
Development Capacity

Land Use Designations[1]	Acres*	Expected DUs per acre or FAR	Dwelling Units	Square Feet	Average Persons Per Dwelling Unit	Population[2]
Open Space & Recreation						
General Open Space	1,552	0.0001:1 FAR		6,795		
Open Space Recreation	648	0.005:1 FAR		141,134		
Neighborhood Park	29	0.005:1 FAR		6,316		
Community Park	134	0.01:1 FAR		58,370		
Specialty Park	3	0.05:1 FAR		6,534		
Regional Park	579	0.001:1 FAR		25,221		
Natural Open Space	449	0.0001:1 FAR		1,956		
Recreation Commercial	10	0.1:1 FAR		43,560		
SUBTOTAL	3,404			289,886		
Residential						
Very Low Density Residential	1,488	1 du/ac	1,488			4,330
Low Density Residential	408	2 du/ac	816			2,375
Medium Low Density Residential	604	3.3 du/ac	1,993			5,800
Medium Density Residential	438	4.5 du/ac	1,971			5,736
Medium High Density Residential	528	7.5 du/ac	3,960			11,524
High Density Residential	107	17 du/ac	1,819			5,293
Affordable Family/Senior Housing	19	25 du/ac	475			1,382
SUBTOTAL	3,592		12,522		2.91	36,440
Non-Residential						
Neighborhood Commercial	33	0.20:1 FAR		287,496		
General Commercial	115	0.30:1 FAR		1,502,820		
Industrial Park	133	0.30:1 FAR		1,738,044		
Quasi-Industrial	168	0.30:1 FAR		2,195,424		
Agri-Business	74	0.05:1 FAR		152,460		
Light Industrial	36	0.30:1 FAR		470,448		
Office/Research Park	74	0.25:1 FAR		805,860		
Public & Institutional	186	0.25:1 FAR		2,025,540		
Existing Public Schools	49	0.25:1 FAR		533,610		
Assisted Care Facilities	25	0.40:1 FAR		435,600		
SUBTOTAL	889			10,147,302		
Special						
Special Study	7	Varies				
Los Rios Specific Plan	31	Varies				
SUBTOTAL	38					
Roadways	787					
Freeway	265					
TOTAL	8,975		12,522	10,437,188		36,440

DUs or du = dwelling units
FAR = Floor Area Ratio
* Does not include the 93 acres located in the City's sphere of influence.
Growth for the 93 acre sphere of influence is based on expected FARs identified above:
Public & Institutional - 65 acres - 707,850 square feet
Assisted Care Facility - 16 acres - 278,784 square feet
General Open Space - 3 acres
Roadways - 9 acres
[1] A 10% reduction in acreage has been made to account for undeveloped and recently subdivided areas, and areas served by private roads.
[2] Persons per dwelling unit is calculated based on average persons per dwelling unit of 2.91

Control and Direct Growth

The City of San Juan Capistrano has experienced great levels of growth over the years. To preserve its historic village atmosphere, and provide sufficient levels of public services to new development and residents, growth in the City should continue to be controlled. Controlled and directed growth will allow new development to occur without negatively affecting San Juan Capistrano's unique character that existing residents enjoy.

Controlling growth in San Juan Capistrano is not a recent idea. The City adopted a Residential Growth Management Program in 1976 which limits the number of residential building permits granted each year to 400. This policy will continue to be implemented to manage the future development of the remaining developable lands within the planning area. Revision and enforcement of the Zoning Ordinance to allow density or intensity up to the maximum level allowed by the General Plan for projects which include important benefits or amenities will encourage the goals and policies of the General Plan.

The approximate 9.5-acre parcel located at the southeast corner of Valle Road and San Juan Creek Road has been designated as a location for a hotel and convention facility. This facility must be designed and located consistent with Specific Plan 82-09.

The City has identified the Historic Town Center as an area with important historical and social value worth protecting. Figure LU-4 depicts the area contained within the Historic Town Center Master Plan. The Master Plan establishes a "blueprint" to guide development in the downtown that implements the goals contained in the General Plan. Implementation of a town center revitalization plan will encourage a diversity of commercial and service uses which balance the community's commercial need with those of tourism-based development while maintaining fiscal and economic viability. The City will continue to implement a town center revitalization plan to provide additional housing opportunities and population to support these commercial services and retail sales.

Another area identified within the community for special planning is the historic Los Rios neighborhood. The Los Rios Precise Plan District contains some of the oldest structures in the County and, and the Rios Adobe may be the oldest, continually-inhabited residence in California. Figure LU-5 depicts the location of the Los Rios Precise Plan planning area. The original Los Rios Precise Plan was adopted in 1978, and the City is in the process of revising the Plan. The revised Precise Plan will allow the District to evolve, while preserving the

Master Plan Boundary

Source: City of San Juan Capistrano Historic Town Center Master Plan, (June 1995)

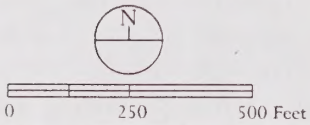
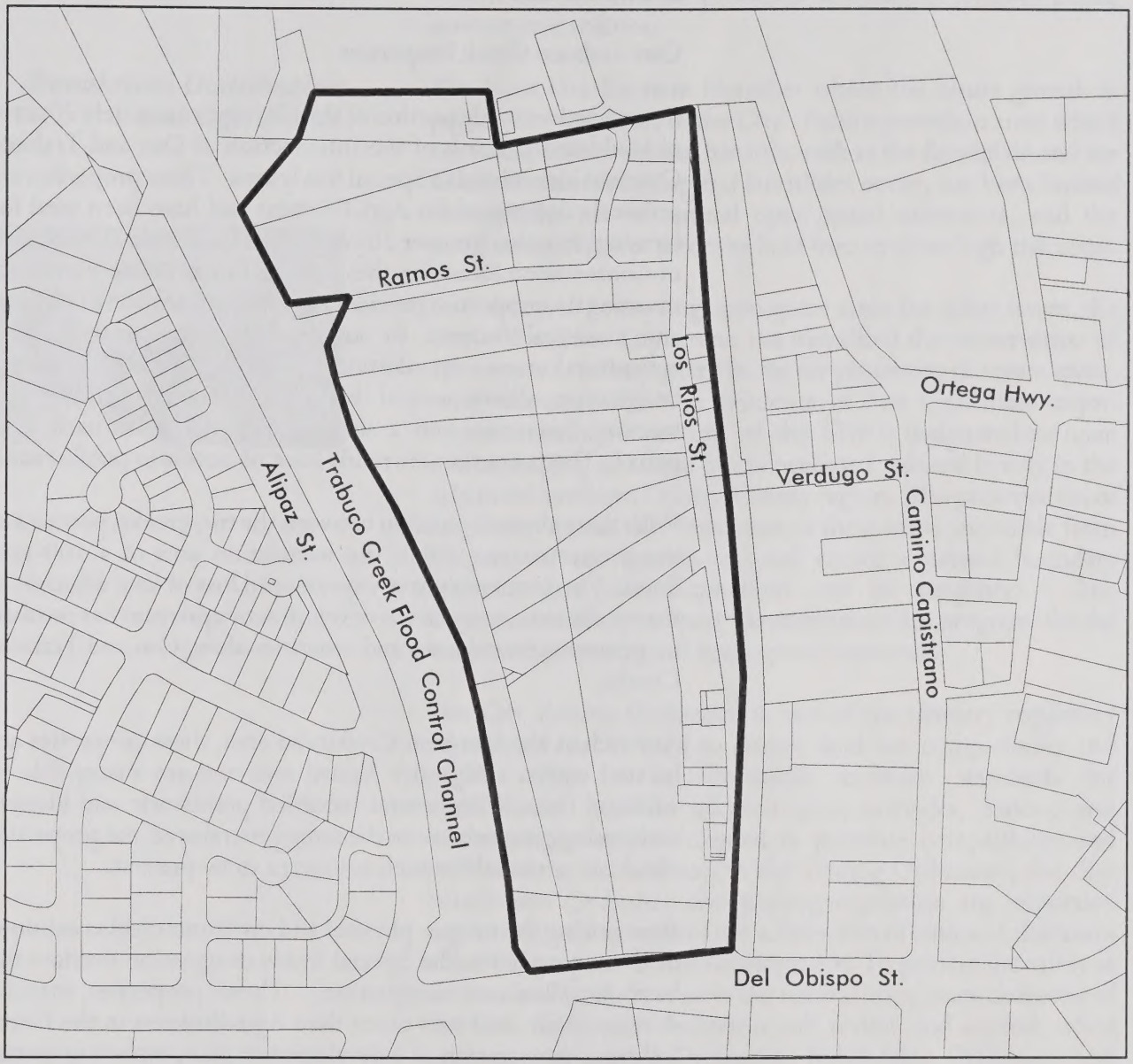


Figure LU-4
Historic Town Center Master Plan Area



Precise Plan Boundary

Source: City of San Juan Capistrano
Los Rios Precise Plan, (February 1978)

SAN JUAN CAPISTRANO

N

0 250 500 Feet

Figure LU-5
Los Rios Precise Plan Area

essence of the area; its historical diversity and rural character. The City will continue to implement the Los Rios Precise Plan to preserve the viability of the Los Rios area and the entire downtown area.

Oso/Trabuco Creek Properties

In the northwesterly portion of the City, approximately 70 acres of land located north of the intersection of Oso and Trabuco Creeks is identified as a Special Study area. These properties are presently designated for Agri-Business and have been used for farming purposes for over 20 years. The California Department of Conservation identifies these properties as Prime Farmland, meaning the properties provide the best combination of physical and chemical features to sustain long-term production of agricultural crops. In addition to farming, the Agri-Business designation allows animal breeding, boarding, raising and training, nurseries, and a single family home on each legal parcel. The properties currently have no access to public roads.

With their physical position between the two creeks, portions of the properties are within the inundation area of a 100-year flood. The properties have experienced loss of land adjacent to the creeks in recent years as development upstream has resulted in greater water volumes and velocities along Oso and Trabuco Creeks.

As much as the San Juan Capistrano area, these properties are located within a high fire hazard area and are susceptible to wildland fire. With several recorded prehistoric and historic archaeological resources in the same general area, the properties also have potential for such resources to be present.

Recognizing the unique physical and environmental conditions of these properties, the Special Study designation overlays the base Agri-Business designation. These properties may be developed for land uses other than Agri-Business in the future following preparation of a development plan, including special regulations or standards addressing the physical features, environmental conditions, and development constraints identified above and any others that may be identified through the environmental review process specified by the California Environmental Quality Act (CEQA) and its Guidelines. The development plan will then be considered by the City Council in determining whether to approve a requested general plan amendment and zone change.

The Community Design and Public Services & Utilities Element also identify additional implementation programs which target the compatibility of future development and redevelopment within the City and the provision of sufficient levels of public services and utilities.

Population Distribution and Open Space

The Land Use Element identifies where the future growth in population will occur in the City. Future growth in areas which are susceptible to natural hazards, such as the floodplain and the hillsides where flooding and landslides occur, has been limited through the use of natural open space easements, and the designation of lower intensity land uses in these high risk areas.

In addition to preserving open space areas for safety issues, the City of San Juan Capistrano has identified the preservation of open space as an important factor for preserving the open space, rural character that the residents of San Capistrano enjoy. Approximately 40 percent of the City is designated for open space, creating an island of undeveloped, natural beauty in the urbanized southern Orange County region. The preservation of ridgelines is especially important as these areas are visible from all parts of the community and create a natural boundary between San Juan Capistrano and its neighbors. The Conservation & Open Space Element identifies programs for the long-term protection of open space resources.

The City Zoning Ordinance is one of the primary regulatory documents that is used to ensure land use compatibility and public safety. The Ordinance contains standards for development, such as allowed uses, setbacks, parking and landscaping, that are designed to promote compatibility and public safety. In addition to the Zoning Ordinance, the City Subdivision Ordnance and grading regulation are important regulatory tools to control the subdivision of land and alteration of land in preparation for development. To protect the safety of the community and preserve the natural open space character of the City, San Juan Capistrano will review and amend, when necessary, its Zoning Ordinance, Subdivision Ordinance and grading regulations to ensure that they are consistent with new state legislation and court decisions and provide the required level of protection for the community.

Systematic enforcement of the City's ordinances and regulations and monitoring of development within and around the community will be used to maintain the public safety and quality of life. Development monitoring by the City can be used to ensure that City facilities and services are able to provide

sufficient levels of public services to new development, ensuring the public safety.

Economic Development

The promotion of the City's historic, village character is important to the residents of San Juan Capistrano. This historic character is centered around the central business district which traditionally has formed the focal point for the community, bringing people together as they shop and visit the areas surrounding the Mission. Preserving and improving the image of the central business district requires attracting and retaining commercial businesses which are compatible with the community and serve the community's needs for a downtown area, as well as assuring that these businesses succeed. Concentrating commercial activities within the central business district also discourages the creation of new strip commercial developments outside of the downtown area that would change the character of the community.

In 1998, the City of San Juan Capistrano commissioned a study by Keyser Marston Associates, Inc. and Linda Congleton Associates to prepare a economic strategy for the City. The resulting Market Based Economic Strategy identifies implementation programs which will allow for the transition of underperforming commercial uses to viable revenue producing uses and increase outreach to the business community. To position the community for a successful transition to the 21st century, the City will implement the economic strategies outlined in the Keyser Marston report.

The Community Redevelopment Agency is also involved with economic development within the City, and will continue to implement the Redevelopment Plan for the Central Redevelopment Project. Figure LU-6 depicts the Central Redevelopment Project area which includes the downtown area. The Community Redevelopment Agency's goals include: the elimination of blight conditions in the Redevelopment Project Area; the prevention of recurrence of these blight conditions; the improvement or construction of public services and infrastructure and the improvement of the Project Areas environment; the implementation of the Redevelopment Plan; and the encouragement and fostering of economic development within the Project Area.

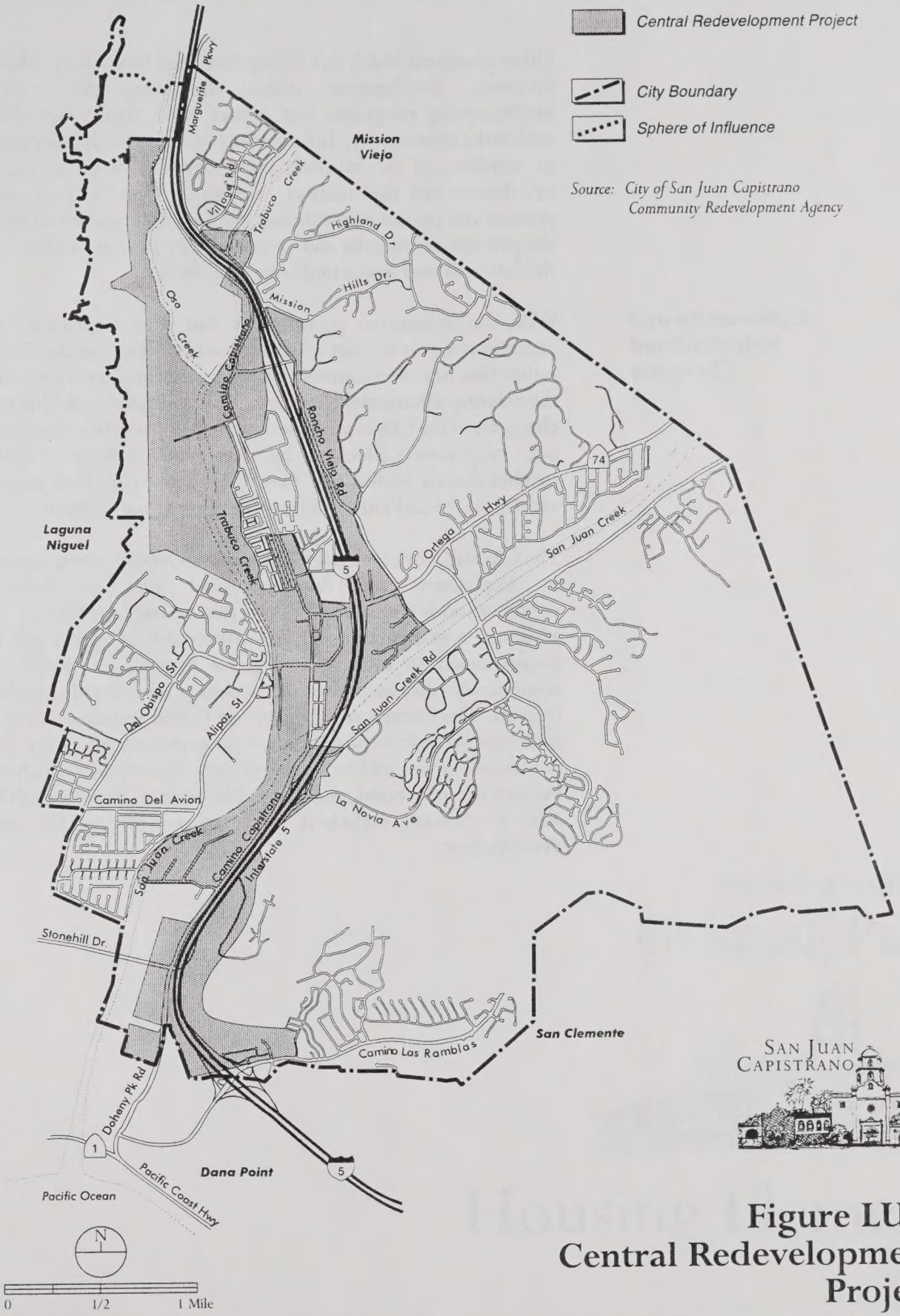


Figure LU-6 Central Redevelopment Project

Other programs which will be implemented by the City to foster economic development within the community include implementing programs that attract and support businesses within the community. Information will be actively distributed to members of the business community through the use of newsletters and the Internet. Assistance with the permitting process and permit streamlining will be implemented to speed the process of applying and receiving City permits and reduce the business cost associated with long delays.

Community and Neighborhood Character

With the substantial growth that San Juan Capistrano has experienced over the last 25 years, it is important for the City to assure that new development complements and conforms with the existing community character. This assures that the historic character of the City is preserved and existing neighborhoods are not negatively affected by new development. Older neighborhoods within San Juan Capistrano may also require additional rehabilitation to improve their visual character.

The City will work with the Community Redevelopment Agency to implement the Redevelopment Plan to improve neighborhoods within the Central Redevelopment Project. In addition, a graffiti removal and prevention program will be implemented to avoid the negative impacts of graffiti on communities and incentives to encourage rehabilitation will be offered. The Community Design and Public Service & Utilities Elements include implementation programs which assure that new development within the community is compatible with the existing neighborhood, and that public service providers will be able to provide sufficient levels of service to the new development.

San Juan Capistrano

General Plan

Housing Element

Table of Contents

List of Tables

Introduction

The Housing Element is a guide to providing availability of housing for all income groups within the community. The Housing Element is to consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, and quantified objectives, and scheduled programs for the preservation, improvement and development of housing in the community. The Housing Element is to identify adequate sites for housing, including rental housing, factory-built housing and mobile homes, and it shall make adequate provisions for the existing and projected needs of all economic segments of the community.

In 1990, the City adopted a revised Housing Element to the City's General Plan. That revised document was prompted by the enactment of Government Code Article 10.6 by the State Legislature. Another requirement of Article 10.6 was periodic updating of the housing element. More specifically section 65588 (a) of the article states the following:

"The Housing Element shall be revised as appropriate, but not less than every five years, to reflect the results of this periodic review".

Subsequent to the passage of the 1990 revised Housing Element, due to both a severe economic recession and State legislative decisions, the schedule for submitting a revised Housing Element has now been extended to June 2000 for the Southern California region.

In an effort to demonstrate its commitment to creating opportunities for affordable housing, the City prepared and adopted in March 1995, a comprehensive strategy for implementing the goals and objectives of the City's Housing Element. This document is commonly known as the HOPE Plan (Housing Opportunities Program and Empowerment Plan). This policy document presents a comprehensive review of current city needs for affordable housing, a narrative of existing programs, and consideration of potential programs with a five year action plan to expand the City's efforts and resources toward the provisions of affordable

housing. In 1997, the City adopted a revised Housing Element that reflected its commitment to implement the HOPE Plan based upon realistic goals, with available funding resources.

The revised Housing Element adopted in 1997 was certified by the California Department of Housing and Community Development. This Element reflects the goals, policies. and quantified objectives and schedules for the preservation and improvement of new and expanded housing opportunities in the City. At the time of the Housing Element's adoption, state funding to prepare new regional housing needs assessments was not forthcoming. This past year, such funding has been made available and revised needs have been identified and incorporated into this Housing Element.

Scope and Content of the Housing Element

This element contains goals and policies to improve the condition of housing and to create and maintain a wide range of housing opportunities to meet the needs of all economic segments of the City of San Juan Capistrano. This element presents a comprehensive review of current City needs for affordable housing, a narrative of existing programs, governmental constraints to achieving the provision of affordable housing, the designation of sites for creation of affordable housing opportunities, and consideration of potential programs with a five-year action plan to expand the City's efforts and resources toward the provision of affordable housing.

The Housing Element consists of three sections: 1) Introduction; 2) Issues, Goals, and Policies; and 3) the Housing Plan. In the Issues, Goals, and Policies section, major issues pertaining to the provision of affordable housing are identified, and related goals, policies, and programs are established. The goals are overall statements of City desires and include broad statements of purpose and direction. The policies serve as guides for developing programs to implement the City's overall goals. The Housing Plan reviews

past actions/accomplishments, identifies the housing needs of the community, including those related to the regional housing needs assessment, the obstacles and incentives that need to be considered. Specific implementation programs are contained in Appendix "A" of this General Plan.

Related Plans and Programs

There are a number of related plans and programs that are considered in the formulation, adoption and implementation of housing policy. Related plans and programs are both local and regional in nature. Regional planning agencies, such as the Southern California Association of Governments, are charged with identification of regional housing needs and the allocation of these needs on a shared basis. In preparing this Housing Element, the California Department of Housing and Community Development is required to review its contents and assess how the community is prepared to meet these regional needs. Other plans and programs related to the Housing Element are discussed briefly in the following sections:

California Environmental Quality Act (CEQA) and Guidelines

The California Environmental Quality Act (CEQA was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects that might affect the environment. The provisions of law and environmental review procedures are described in the CEQA Statutes and the CEQA Guidelines which were amended in 1998. Implementation of CEQA ensures that during the decision making stage of development, City officials and the general public will be able to assess the environmental impacts associated with private and public development projects.

City of San Juan Capistrano Zoning Ordinance

San Juan Capistrano adopted its first Zoning Ordinance in 1961 and adopted the current Zoning Ordinance and related Zoning Map in 1975. The ordinance has since been updated to incorporate changes to the General Plan and within the community. The Zoning Ordinance is the primary implementation tool for the Housing Element. The Zoning Ordinance includes specific provisions for the consideration of affordable housing projects within the City. It also includes specific requirements for new residential projects to create long-term affordable opportunities or the payment of housing in-lieu fees to assist other developers in the construction of affordable units.

Los Rios Specific Plan

The Los Rios Specific Plan originally adopted in February 1978, was recently amended as it related to land use, circulation and housing goals and policies. The plan identifies the need for addressing the affordable housing issue due to past funding of land acquisitions using Federal funds (Little Hollywood) that would require the construction of ten new affordable units. Under the recent amendment, the City is to explore alternate site locations outside the plan area within a specific time frame. If an alternate site is not identified, the City is to proceed with a program to construct the ten affordable units in the designated neighborhood (Little Hollywood).

City of San Juan Capistrano Redevelopment Plan

The City of San Juan Capistrano created a Community Redevelopment Agency in 1983 in accordance with the California Community Redevelopment Law to eliminate blight within the designated redevelopment project area. With the adoption of Assembly Bill 1290, the Community Redevelopment Agency prepared an initial five-year implementation plan in 1994 for the San Juan Capistrano Central Redevelopment Project Area. This plan was most

recently updated in 1999. A component of the Redevelopment Plan is a housing program for creating opportunities for meeting the affordable housing needs of the Agency and the City. Use of housing set-aside funds is one of the primary sources for funding a comprehensive housing program that includes rehabilitation, new construction, rental subsidy, and first time home buyer assistance programs. A copy of the recently approved five-year implementation plan and budget is provided as Appendix "C".

City of San Juan Capistrano Housing Opportunities Plan of Empowerment (HOPE)

The City of San Juan Capistrano in March of 1995 adopted the "HOPE" program, a set of housing programs that set forth a comprehensive approach to creating and maintaining affordable housing within the City. This program recognized the complexities of the issues involved in creating affordable housing opportunities and the limitations of funding sources. However, this program was a policy statement of the City's commitment to pro-actively approaching this planning issue with the resources that it processed. This policy plan formed the basic approach to creating affordable housing opportunities in the Housing Element adopted in 1997 and continues to be reflected in the present Housing Element.

Relationship to Other General Plan Elements

The Housing Element is the primary tool for creating equal opportunity for all income groups to live and enjoy the quality of life as emphasized in the General Plan. The goals, polices and objectives continue to input on the Land Use, Circulation, Seismic Safety, Public Safety, Floodplain Management, Growth Management, and Open Space and Conservation Elements. These Elements in turn, provide direct input to the Housing Element.

The Land Use Element defines housing distribution based on physical determinants, e.g., compatibility between contiguous

areas and the capability of an area to accommodate levels of development intensity. The land use designations represent a composite of many of the goals and objectives from other elements contained in the General Plan

The type, size and location of each proposed circulation system identified in the Circulation Element has been studied with regard to the easy movement of people and goods from their residences to commercial and employment centers in the City. Residential densities have been arranged with higher densities adjacent to these major transportation corridors.

The Safety Element provides information and policies regarding various natural and man-made hazards which restrict the pattern and intensity of uses. Likewise, together with the Open Space and Conservation Elements, it defines lands to be reserved in a natural state, lands for urban purposes, and land for the production of food and fiber.

The Floodplain Element sets aside land areas within designated flood plains to insure the protection of life and property. In order to accomplish this goal and maintain consistency with regulations of other State and Federal agencies, certain areas have been designated to preclude development including residential land uses.

In June of 1990, the residents of Orange County adopted Measure "M", the Growth Management and Transportation Planning Initiative. That initiative was an effort to establish a direct link between land use decisions and the availability of transportation facilities, transportation improvements and assure that local land use decisions considered transportation impacts on the regional road system. An important component of that initiative required the preparation and adoption of a Growth Management Element to the City's General Plan. This element creates traffic level of services and service standards for various public facilities and services are met to effectively manage the impacts of growth resulting from changes in land use. Although, the provisions of this element does not directly impact the ability to create housing opportunities, coordination for providing services standards

and levels of service are to be satisfied when considering a residential development application.

HOUSING ELEMENT ACCOMPLISHMENTS (1997)

Under the existing Housing Element (certified in 1997) a number of quantified goals were established to be accomplished in the subsequent five year planning period. The specific goals and related accomplishments (noted in italics) have been identified below:

* To obtain the rehabilitation of 100 units over the next five years. *Since 1997, the City/Agency has completed the rehabilitation of 93 units (Mobile Homes). In addition, the Agency also completed the rehabilitation of 14 units that were purchased by the Agency as part of its Community Enhancement Program*

* Continue enforcement of regular maintenance of all housing stock in accordance with the provisions of Title 8, Chapter 12, Property Maintenance of the City's Municipal Code. *This program is an on-going program.*

* To continue programs to conserve the affordablility of 1,350 housing units. This is to be accomplished by the continued enforcement of the Mobile Home Rent Stabilization Program and rent restrictions on assisted housing units. *The City continues to enforce its Mobile Home Rent Stabilization Program which affects 1,350 mobile home units. In addition, rent restrictions on an additional 112 senior affordable rental housing units (executed affordability agreements) has also been accomplished.*

* To facilitate the production of 110 units through approved or potential developments over the next five years which will be affordable to very low and low income households. To be able to met this objective, the City will provide expedited development review

of any development application for affordable units within the next two years. *The City in March of 2000, approved an affordable senior apartment project of 84 units. This project was expedited and received approval by the City Council in less than 90 days from the submission of the formal application. This project is also being provided financial assistance by the City ($500,000 in Housing In-Lieu fees). This project has received a tax credit allocation and will be under construction by December 2000. In addition to the above project, the City has also processed and approved a family rental project of six units (all three bedrooms). Each project received either a density bonus or support in modified standards to accommodate the project.. In regards to the latter project, the City has applied for HOME funds for permanent financing on the project and if awarded, the units will be affordable for a minimum of 30 years to very low and low income households (City assistance will be in the form of $150,000 low interest loan).*

* To facilitate the production of 130 rental units within the City. To be able to met this objective, the City will provide expedited review of any development application for affordable units within the next two years. *See comments above. It should also be noted that as part of the most recent update of the General Plan, approximately 15 acres were designated for affordable housing units (250 units). This is above the approvals discussed above. Currently the City/Agency is in discussions with the property owner and prospective developers to develop an affordable rental housing project (family). It is the intent of the City/Agency to provide significant financial assistance in the implementation of this future project.*

* To continue to participate in the Section 8 Housing Assistance Payments Program. *The City continues to adopt supporting actions to insure participation in*

this program. Currently 34 households are participating in this program (year 2000).

* Implement affordability agreements for all housing projects that receive financial assistance from the City and/or Agency. *Affordability agreements have been executed and implemented for the Season's Senior Apartment project and the Villa Paloma Senior Apartment project. Each of these projects are affordable for a period of 56 years.*

* Continue to participate in the Mortgage Credit Certificate Program (MCC). *Each January, the City Council adopts a resolution of participation to insure that any eligible residents can qualify for a home purchase in the City per the program guidelines.*

* To provide housing assistance for at least 50 low and very low households through the implementation of a rental supplement program. Budget for the first two years approved at $75,000. *Program is in its fourth budgetary year of existence. The yearly budget has been increased to $100,000. Approximately 20 households have been assisted over the period of the program.*

* To replace five deteriorated housing units through new construction in the "Little Hollywood" area for current low and very low income households by January 1998. *This program was delayed and reconfigured to replace all 10 deteriorated units. This project was completed in December of 1999. All eligible households that were relocated temporarily moved in to the new units (modular construction) were moved in during the month of December 1999, along with three new qualified low and very low households.*

* Continue to assist very low and low income households in purchasing their residence through the City's First Time Homebuyer Program. *The City in*

the 1999 program year received HOME funding for this program. Contract agreements have been executed and the program became active in August 2000. In a related activity, the Redevelopment Agency in association with HUD purchased 14 foreclosed units (30% discount rate), completed full rehabilitation of the units and sold twelve (12) these units to first time homebuyers with financial assistance from the Agency (housing set-aside) and HOME funding. The remaining two units (2) are currently in escrow, but are not anticipated to close until early 2001. In addition, the City is currently processing three additional homebuyer applications that are scheduled to be closed by the end of this year (2000).

* To provide financial assistance to correct existing Health and Safety violations for very low and low income households (CDBG funding). *The City was a successful grant recipient of approximately $1,000,000 (including matching funds) for mobile home and single family rehabilitation loans. Approximately 93 households have been assisted during this planning period as of September 2000. This program is on-going.*

* To establish an emergency fund (grant) for correction of Health and Safety violations with require immediate attention (Agency Housing Set Aside Funds). It is anticipated that this program will be implemented in June 1998. *This program has been implemented and funded by the Agency. Grants of up to $500.00 are provided for Health and Safety repairs. This program is focused on the Title 25 Mobile Home Inspection Program. Approximately 114 households have received assistance.*

* Continue on-going programs of reviewing City rules and regulations to assist in streamlining the development review process. *This is an on-going program. In June of 1998, the City adopted an Interim*

Urgency Ordinance regarding the processing of development applications in order to conduct an comprehensive review of the City's General Plan (had not undergone a comprehensive update in 24 years). In preparing the interim urgency ordinance, language was included that would exempt from its provisions, affordable housing projects and smaller scale residential applications (50 units or less). Under this exemption provisions 178 medium density residential units were processed along with the initial start of processing of the above mentioned 84 unit affordable senior rental project (interim ordinance repealed January 4, 2000). At the writing of this element, the City is in the process of conducting a comprehensive review and update of all its development provisions.

* Prior to June 1997, pass an amendment to the City's Residential Growth Management ordinance to give affordable housing projects priority building permit allocations and delete criteria of the present rating scale that would place affordable projects at a disadvantage to market rate housing. *The City amended its provisions as noted above in June 1997.*

* Increase general awareness of fair housing laws by increasing publication in newspapers of local circulation and official documents of the City and Community Redevelopment Agency. *All City/Agency housing documents include statements of fair housing laws and the City/Agency adherence to these regulations. In addition, the City through its WEB Site has also included a full description of all City/Agency housing programs as well as linked with the County of Orange, housing programs that they offer City residents.*

* Designation of City Manager's Office for referral of complaints to the appropriate enforcement agency for investigation and prosecution. *This is an on-going program.*

Issues, Goals, Policies and Programs

As noted in the Introduction, the City adopted the "HOPE" Plan in March 1995. This document represents a comprehensive strategy for creating affordable housing opportunities to meet the needs of the community. Many of the programs that are identified in that policy document have been incorporated into this Housing Element.

The following major goals, policies, and programs, represent the focus of this Housing Element in accordance with the detailed descriptions and analysis contained in the Housing Plan and applicable appendixes.

Housing Improvements

San Juan Capistrano has experienced substantial growth over the past 25 years. The City contains a number of distinct neighborhoods that are defined by natural and man-made physical features. It is important that the City prepare and implement housing programs that will maintain this housing stock in a decent and safe environment for all income households in the community.

Housing Goal 1.*To create and maintain "decent housing and a suitable living environment" for all households in the community.*

Policy 1.1: To encourage all households to maintain and rehabilitate all housing to prevent deterioration.

Policy 1.2: To encourage all households to maintain and rehabilitate all housing to prevent deterioration.

Policy 1.3: To preserve all housing and neighborhoods throughout the City in a safe environment to live and play.

Policy 1.4: To encourage the rehabilitation of deteriorating houses where feasible and provide assistance when necessary

for households who can not afford the costs of such improvements.

Policy 1.5: To provide and maintain an adequate level of services and facilities in all areas of the City.

Policy 1.6: To obtain the rehabilitation of 100 units over the next five years. For the purposes of this goal it is anticipated that 20 units per year will be rehabilitated.

Policy 1.7: To encourage all households to maintain and rehabilitate all housing to prevent deterioration.

Programs

Program 1.1: Continue to apply for grant funding (CDBG) for assisting 20 eligible households to rehabilitate deteriorating units on an annual basis.

Program 1.2: Continue through use of the Capital Improvement budgetary process to insure that adequate levels of infrastructure improvements are provided throughout all areas of the community.

Program 1.3: Continue to use the Neighborhood Preservation Program to encourage regular maintenance of all housing stock in participating neighborhoods.

Program 1.4: Continue to enforce provisions of the Mobile Home Rent Stabilization Program to conserve affordability of 1,350 existing units.

Housing Production

The City of San Juan Capistrano in 1999 conducted a comprehensive update of all other elements of the General Plan resulting in the adoption of a new plan for the City in December of 1999. In conducting this planning program, the City recognized the need to provide for additional opportunities to identify sites and the encouragement of programs that would provide for new affordable housing

opportunities within the City. In preparing the General Plan it was also recognized that due to a number of natural and man-made constraints that remaining development opportunities were limited to approximately 15% of the remaining land area of the City. In order to further encourage affordable housing creation, the Land Use Element added a new category of Affordable Family/Senior Housing at 25 units to the acre.

Housing Goal 2: ***To achieve housing production levels to the maximum extent feasible with available funding to meet projected needs.***

Policy 2.1: Consistent with the Land Use Element, encourage the construction of a variety of housing types and sizes of housing throughout the community

Policy 2.2: To continue the City's program of allowing the placement of mobile homes, factory built housing on vacant residential parcels in single family zoning districts.

Policy 2.3: To create funding opportunities for the purchase of affordable housing by very low, low and moderate income households.

Program

Program 2.1: Designate the use of CDBG and HOME Program funding to assist in the implementation of qualified First Time Home buyer households in the acquisition of new housing. The goal is to assist 20 households annually.

Housing Goal 3: ***To encourage, whenever possible, the creation of new affordable housing units on those sites identified by the City as suitable for such development.***

Policy 3.1: To promote and encourage the construction of private sector, including non-profit housing organizations, in the production of sufficient rental housing for very low, low and moderate income households.

Policy 3.2: To facilitate the production of 280 rental units through approved and potential developments over the next five years which will be affordable to very low and low income households. To be able to met this objective, the City will provide expedited development review of any development application for affordable units within the next two years.

Programs

Program 3.1: Use housing in-lieu fees collected from non-participating developments to provide financial assistance, if necessary, to assist in the construction of affordable units.

Program 3.2: Using Community Redevelopment Agency Housing Set-Aside funds to provide financial assistance in the construction of new affordable units.

Program 3.3: To provide additional site opportunities to facilitate and encourage the development of affordable housing the City will provide density increase and other incentives for eligible housing developments in accordance with Municipal Code 9-3.511.

Program 3.4: Housing developments which reserve at least 30% of the total units for lower-income households (or 50% of the units for senior developments), as defined by Health and Safety Code Section 50079.5, and provide a 30-year affordability agreement, will be eligible for the following incentives:

A residential density of 25 units per gross acre for all Affordable Family/Senior designated properties, plus an additional density increase determined by dividing the average unit size as defined by Municipal Code Section 9-3.511 by the average unit size in the proposed development. For example:

$$\frac{\text{25 units per acre x 1,200 (average unit size)}}{\text{proposed average unit size}} = \text{Eligible Density}$$

Applicant support for project tax credits.

Financial assistance (gap) necessary for project feasibility

Housing Assistance

The City of San Juan Capistrano has over the last several years as part of its implementation of various housing programs to encourage the creation and maintenance of affordable housing opportunities has recognized that the success of any such program requires financial assistance. In recognizing this fact the City has several funding resources that it has availed itself to assist in this endeavor.

Housing Goal 4: ***To the maximum extent feasible, develop assistance programs to address the needs to provide affordable housing for the City's current and future households.***

Housing Policy 4.1: To continue participation in the Section 8 Housing Assistance Payments Program. Presently 29 households are being assisted.

Housing Policy 4.2: Implement affordability agreements for all housing projects that receive financial assistance from the City and/or Community Redevelopment Agency.

Housing Policy 4.3: Continue to participate in the Mortgage Credit Certificate Program (MCC).

Programs

Program 4.1: Implement an Emergency Foreclosure and Rent Relief Program to prevent on a one-time basis, a very low or low income household from being evicted due to financial reasons. 20 households on an annual basis ($650.00 one time payment per household).

Program 4.2: Continue to assist very low and low income households in purchasing their residence through the City's First Time Home buyer Program. Depending on funding

levels, annually assist 20 households (CDBG and HOME funded program).

Program 4.3: To create a Rental Securement Program to assist very low and low income households who do not have sufficient funds for securing a rental unit due to a requirement of the landlord for first/last month rent and/or security deposit for 20 households on an annual basis.

Program 4.4: To provide financial assistance to correct existing Health and Safety violations for 50 very low and low income households on an annual basis.

Housing Goal 5: ***To satisfy housing needs through the use of assistance programs that utilize existing and the production of new housing units.***

Policy 5.1: Continue the rental supplement program to assist low and very low income households.

Program

Program 5.1: To continue a Rental Subsidy Program to assist very low and low income households in the form of a grant or voucher to insure that a household does not pay more than 30% of their gross income for housing. 12 households to be eligible for rental subsidy on an annual basis.

Removal of Government Constraints

There are governmental constraints to development of affordable housing within any community. Government constraints in San Juan Capistrano include such items as zoning regulations, enforcement requirements, on and off-site improvements, fees and exactions, processing and permit procedures, and growth controls. These categories are in many instances are required to protect the public's health and safety or to provide for necessary infrastructure to support the project. In order to insure that such governmental constraints are minimized as a barrier to the creation of affordable

housing opportunities the City has to constantly be aware of their impact future decisions on the feasibility of such projects.

Housing Policy 6. ***To continue reviewing residential developments applications with multiple discretionary reviews concurrently and where part of an affordable housing program in an expedited manner whenever possible.***

Policy 6.1: Continue to encourage affordable housing applications through the adoption of density bonus and financial assistance programs of the City and the Community Redevelopment Agency.

Policy 6.2: To continue cooperative agreements, as appropriate with State, County and other agencies, so that community housing needs are met to the greatest degree possible.

Policy 6.3: To evaluate procedures and innovative techniques and technology advances in reducing the cost of land use regulations on housing choices.

Policy 6.4: To continue a program to constantly evaluate procedures and regulations that will result in expeditious processing of development applications at reduced cost to the applicant.

Program

Program 6.1: Continue on-going programs of reviewing City rules and regulations to assist in streamlining the development review process.

Equal Housing Opportunities

It is important that all segments of the community have equal access to all housing types regardless of race, religion, sex, martial status, ancestry, national origin or color.

Housing Goal 7. ***To promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.***

Policy 7.1: Continue efforts to facilitate the unimpeded access to housing without consideration of arbitrary distinctions.

Policy 7.2: Continue adopted procedures whereby the City refers apparent violations of the law to enforcement agencies for consideration of remedial actions.

Programs

Program 7.1: Increase general awareness of fair housing laws by increasing publication in newspapers of local circulation and official documents of the City and the Community Redevelopment Agency.

Program 7.2: Designation of City Manager's Office for referral of complaints to the appropriate enforcement agency for investigation and prosecution.

Program 7.3: All City and Community Redevelopment Agency housing programs shall be offered to all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color

Related Goals and Policies

The goals and policies in the Housing Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from other elements directly or indirectly support the goals and policies of the Housing Element. These supporting goals and policies are identified in Table H-1.

Table H-1
Related Goals and Policies by Element

General Plan Elements	*Housing Issue Area*				
	Housing Improvements	*Housing Production*	*Housing Assistance*	*Removal of Government Constraints*	*Equal Housing Opportunities*
Land Use	*2.3, 7.3, 7.4*	*7.2*			
Housing					
Circulation		*1.3, 2.2,*			
Safety		*1.2, 1.3*			
Conservation and Open Space		*6.4*			
Noise	*1.2, 3.2*	*1.1, 1.2, 3.2*			
Cultural Resources					
Community Design		*1.2*			
Growth Management		*3.1*		*3.1*	
Parks & Recreation					
Public Facilities & Utilities					
Floodplain Management		*1.1*			

Housing Plan

The City of San Juan Capistrano is a City where housing decisions are affected by its desire to provide housing opportunities for all economic segments of the community focusing housing assistance programs to those income groups that are not able to rent or own market rate housing in the City and the south Orange County area. In taking on this challenge, the City continues to preserve and protect its historic character.

The following plan has been prepared to understand the needs for affordable housing and create opportunities for both existing and future residents.

HOUSING NEEDS ASSESSMENT

Housing needs are best understood by conducting a review of a community's characteristics. This chapter begins by discussing San Juan Capistrano's community characteristics and analyzes such items as population trends, age composition, and race/ethnicity breakdown for an understanding of growth and change in San Juan Capistrano. Next, the chapter reviews the City's household characteristics. Items such as household size, overcrowding, substandard conditions, household income, overpayment, and housing affordability are considered in order to provide a base for the analysis of San Juan Capistrano's existing demand for affordable housing. San Juan Capistrano's special needs groups (including the handicapped, large families, displaced farm workers, and female headed households) are then analyzed as required by Housing Element law. Finally, this section ends with a discussion on the City's projected needs based upon SCAG's Regional Housing Needs Numbers released in 1999.

San Juan Capistrano's Community Characteristics

A community's characteristics influence the demand for affordable housing. For example, most elderly persons are on fixed incomes and require housing within affordability limits. Therefore, the amount of elderly persons within a community affects the demand for affordable housing. Other factors such as the existing and anticipated general population within and around the region also affect the demand on affordable housing.

The following section reviews and analyzes San Juan Capistrano's community characteristics. Items such as the anticipated population trends, age composition, race and ethnicity of San Juan Capistrano residents will be addressed for a better understanding of how they may affect the demand for housing.

Population Growth

The entire Southern California region, including Orange County, is considered one of the fastest growing areas in the nation. This area includes the Imperial, San Diego, San Bernardino, Los Angeles, **Orange**, Ventura, and Santa Barbara counties. Growth in these counties from 1970 to 1999 has been continuous over the last 30 years.

From 1970 to 1999, Orange County's population grew from 1,420,386 to 2,775,619 representing an increase of 1,355,233, or 95% over 29 years. Within Orange County, and southern Orange County in particular, there has also been great deal of growth. Large expanses of agriculture land situated south of Irvine, have steadily been developed in favor of housing, commercial, and industrial development. In response to this development and subsequent increased population, there has been a parallel increase in the demand for local services, representation, and autonomy. As a result, the "areas" known as Dana Point, Mission Viejo, Laguna Niguel, Laguna Hills, Rancho Santa Margarita, and Lake Forest (El Toro) incorporated and are now cities.

TABLE H-2. 1970-1990 POPULATION CHANGES

County	1970	1980	1990	Increase over 20 Years.
Imperial	74,492	92,110	119,600	45,108
Los Angeles	7,032,075	7,477,503	8,769,944	1,737,869
Orange	**1,420,386**	**1,932,503**	**2,410,556**	**990,170**
Riverside	459,074	663,166	1,110,021	650,947
San Bernardino	684,072	895,016	1,423,760	739,688
San Diego	1,357,854	1,861,846	2,509,914	1,152,060
Santa Barbara	264,324	298,694	354,072	89,748
Ventura	376,430	529,174	668,553	292,123

(Source: 1970, 1980, 1990 Census)

It is difficult to compare population growth of San Juan Capistrano to the surrounding cities because there is not clear and concise population information available for the recently incorporated cities. However, on its own, San Juan Capistrano's population growth has been dramatic. For example, the following table shows that in 1970 the population was 3,779 and by 1980 it was 18,957. Although growth was steadily upward, by 1990 it had slowed its pace to reach 26,183. The current population estimate for San Juan Capistrano is 32,099 (January 1999).

TABLE H-3. POPULATION GROWTH: 1970-1999

1970	1980	1990	1999	29 Year
3,779	**18,957**	**26,183**	**32,099**	**28,320**

(Source: 1980 & 1990 Census, Department of Finance, January 1999)

San Juan Capistrano's significant growth is due to increases in housing stock and its transition from an agrarian to residential community during the 1970's, 1980's, and 1990's. Other factors influencing the population include the on-going

relocation of southern Californians from north Orange County and Los Angeles, immigration from Mexico, and the increased exposure to San Juan Capistrano's amenities during development of the southern Orange County region.

Age Composition

A community's age distribution is an important characteristic because housing demand is strongly influenced by the housing preferences of different age groups. For example, the young adult population's housing demand usually takes the form of apartments, low to moderate cost condominiums, and smaller single-family units. The 35 to 65 year old age group typically demands a moderate to high cost apartment or condominium, or single-family dwelling units. The older group, defined as over 65 years of age, tends to demand low to moderate cost apartments, condominiums, group quarters, or mobile homes. Table H-4 illustrates the age distribution among San Juan Capistrano's residents as reported by the 1980 and 1990 Census. The table shows that in 1980 San Juan Capistrano's median age was 32.3 as compared to 34.9 in 1990. Specifically, this increase in the median age reflects the increase in the City's number of residents who are 65 years or older. For example, according to the 1980 Census, there were 2,277 persons, or 12% of the City's population, who were 65 years of age or older. By 1990, there were 3,388 persons 65 years or older. These numbers reflect an increase of 49% over the ten year period.

Most likely, this significant growth in the City's elderly population is the result of better geriatrics, health care, and senior services. Subsequently, the proportion of elderly persons in San Juan Capistrano is expected to increase as those persons, known as baby boomers, grow older, consistent with the nation-wide trends of a large post-war aging population.

The following Tables represent population characteristics as defined by the 1980 and 1990 Census. These figures are the most recent demographics that are available. It is anticipated that more refined numbers will be available upon completion

of the 2000 Census. It is anticipated that this distribution will not be available until 2002.

TABLE H-4. AGE CHARACTERISTICS OF POPULATION: 1980 & 1990

	1980		1990	
AGE RANGE	# OF PERSONS	% OF POPULATION	# OF PERSONS	% OF POPULATION
0-5	1,625	8.5	2,319	8.8
6-13	2,449	12.9	3,256	12.4
14-17	1,227	6.4	1,451	5.5
18-20	737	3.8	976	3.7
21-24	1,031	5.4	1,252	4.7
25-34	3,385	17.8	3,887	14.8
35-44	2,528	13.3	4,700	17.9
45-54	1,795	9.4	2,964	11.3
55-64	1,903	10.0	1,990	7.6
65+	2,277	12.0	3,388	12.9
TOTALS:	18,957	99.5	26,183	99.6

(Source: 1980 Census and 1990 Census)

TABLE H-5. MEDIAN AGE: 1980 & 1990

	1980	1990
Median age	32.3	34.9

(Source: 1980 Census and 1990 Census)

Race and Ethnicity

The racial and ethnic composition of San Juan Capistrano as of 1980 and 1990 is depicted in Table H-6. According to the table, the majority of San Juan Capistrano is considered white. The white population declined from 94% in 1980 to 90% in 1990. At the same time, the Spanish origin population has more than doubled, increasing from 2,049 to 5,633, to equal almost 20% of the City's total population. This increase in the Spanish origin population is due in part to the City's close proximity to the US/Mexico boarder and

the on-going immigration from Mexico. Although the numbers remain low, the Asian/Pacific Islander population also increased its proportion from 1% of the City's population in 1980 to 2% in 1990.

The table also shows that other racial groups within San Juan Capistrano saw little or no change from 1980 to 1990. In fact, during this time, the Black and American Indian populations saw slight decreases as percentages of the City's total population.

TABLE H-6. RACE/ETHNICITY COMPOSITION: 1980 & 1990

RACE AND ETHNICITY	1980 POPULATION	% TOTAL	1990 POPULATION	% TOTAL
White	17,750	94.0	23,422	90.00
Black	69	.4	89	0.30
American Indian	261	1.3	231	0.88
Asian/Pacific Islander	217	1.1	562	2.10
Other	616	3.2	1,879	7.10
TOTAL	18,959	100.0	26,183	100.00
Spanish/Hispanic	2,049	10.0	5,633	21.0

(Source: 1980 & 1990 Census)

Household Characteristics

Households are defined as all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, and unrelated people living together. Persons living in retirement or convalescent homes, dormitories, or other group living arrangements are not considered households.

Household Composition

In 1980 there were a total of 6,998 households in San Juan Capistrano. By 1990 this figure had grown to 8,980 representing a 28% increase in the total number of households over the ten year period. Table H-7 shows that families

represented the City's predominant household type in 1980 with 6,254 or 89%. By 1990 the number of family households reached 6,770 with a lower proportion or 75% in the family category. At the same time non-family households in 1980 represented 738 units or 9.1% of the total household type in San Juan Capistrano. By 1990 this number had more than doubled so that the non-family equaled 2,210 or 25% of the households in San Juan Capistrano.

TABLE H-7. CITY OF SAN JUAN CAPISTRANO: 1980 & 1990 HOUSEHOLD COMPOSITION

	1980	% OF TOTAL	1990	% OF TOTAL
Family households	6,254	89.4	6,770	75.0
Non-family households	738	9.1	2,210	25.0
TOTAL:	6,992	98.5	8,890	100.0

(Source: 1980 and 1990 Census)

Household Size

The second interesting and relevant household characteristic is the household size because it is an important indicator of population growth as well as overcrowding in individual housing units. If there is a trend toward larger families, a city's average household size will increase over time. Also, if there is an aging population, then the household size declines as offspring grow up to attend school, establish careers, or raise families.

Table H-8 shows that in San Juan Capistrano the average household size as of 1980 was 2.71 and by 1990 had increased to 2.94. This increase may be somewhat due to the increase of San Juan Capistrano's Hispanic population which typically has a larger family size.

TABLE H-8. AVERAGE HOUSEHOLD SIZE: 1980 & 1990

	1980	1990
Household size	2.71	2.94

(Source: 1980 & 1990 Census)

Overcrowding

The Census defines overcrowded households as those units with greater than 1.01 persons per room (excluding bathrooms, kitchens, hallways, and porches). Overcrowding shows whether a household can afford to provide reasonable privacy for its residents. Overcrowding is often the result of a combination of low wages and high housing costs forcing low income households to live in extended families or double up with other families. According to the 1990 Census, the incidence of overcrowding within San Juan Capistrano was 7.82% of the City's total occupied housing units. In 1980 that figure was 3.1%. This represents a significant increase in the number of units that are considered overcrowded. In actual numbers, the amount of overcrowding jumped from 211 units (1980) to 705 units in 1990. Recently information submitted by the California Department of Housing and Community Development has indicated that there are approximately 772 units overcrowded (432 units with renter households and 340 owner households.

Household Income

One of the most important factors in determining housing affordability is a household's income. Income influences both the range of housing prices within a community as well as a population's ability to afford housing. For example, upper income households generally have more discretionary income to spend on housing, while low and moderate income households have limited housing funds.

TABLE H-9. HOUSEHOLD INCOME DISTRIBUTION

Income Range	# of Households	% of All Households
under $15,000	951	10.6
$15,000-24,999	1,176	13.1
$25,000-47,500	2,502	27.9
$47,501-74,999	2,043	22.8
$75,000-99,999	1,371	15.2
$100,000 or more	937	10.4
TOTAL	8,980	100

(Source: 1990 Census)

TABLE H-10. MEDIAN HOUSEHOLD INCOME

1990 Median City Household Income	$46,250
1990 Median County Household Income	$56,500

(Source: 1990 Census)

Housing Affordability

State and Federal standards for determining housing overpayment are based upon an income-to-housing cost ratio of 30% and above. Obviously, households paying more than 30% have less income to spend on other necessities such as food, clothing, health care, and utilities. Furthermore, because upper income households are generally more capable of paying a larger proportion of their income on housing, estimates of overpayment usually focus on the lower income groups.

TABLE H-11. LOWER INCOME HOUSEHOLDS PAYING GREATER THAN 30% OF INCOME FOR SHELTER

	Renter	Owner	Total
Very Low Income Households	495	760	1,255
Low Income Households	394	395	789
			1,744

(Source: SCAG 1999 RHNA figures)

In reviewing the Regional Housing Needs Assessment approved by SCAG (November 8, 1999), it was possible to glean an understanding of how many of the low and very low income households need to be constructed in the next five years to address the need for residents in San Juan Capistrano that are paying more than 30% of their income for shelter. As a rule, lower income households are defined as those whose total gross income is less than 80% of the County's median income. In 1999 the County's median income was $68,300 for a family of four. Therefore, lower income households would earn $54,640. According to the data, there were 789 low income households paying greater than 30%, or $16,392, of the household toward housing. Of the 789 lower income households, approximately one-half or 394 households, were renter households.

Very low income households are defined as those with total household incomes of less than half, or $34,150, of Orange County's median income. According to the most recent RHNA from SCAG, there were 1,255 very low income households which paid greater than 30%, or $10,245, toward housing. Of the total 1,255 very low income households identified; 495 were renter and 760 were owner households.

It is necessary to distinguish between renter and owner housing overpayment to further understand the significance of these numbers. For example, even though homeowners may over extend themselves financially in order to purchase a home, an owner always maintains the option of selling the

home. Whereas, renters are limited to paying the prices established by the local rental market.

Special Needs Groups

Within any community are groups which have more difficulty in securing safe, decent, and affordable housing. The groups usually addressed in housing elements include those persons with physical or mental handicaps, the elderly, female headed households, farm workers, and the homeless.

Elderly: The elderly comprise one of the largest segments within San Juan Capistrano who have difficulty in finding safe and affordable housing. Their difficulty lies in several obstacles. For example, seniors typically live on fixed incomes and therefore can be easily "priced out of" the rental market or pay more than 30% of their household income toward housing. The elderly also tend to have physical disabilities and dependence needs and therefore must find affordable housing within close proximity of public transportation services, downtown "one stop shopping centers," health care facilities, and other service oriented institutions.

According to the 1980 Census, there were 2,277 persons, or 12% of the City's population, who were 65 years of age or older. By 1990, there were 3,388 persons 65 years or older, reflecting a 49% increase in the number of persons older than 65. Census data also shows that of these elderly persons, 135 or 3.9% live on incomes which fall below the poverty level. It is anticipated that the actual numbers of elderly persons has increased during the past nine years. However, actual numbers from the 2000 Census will not be available for at least another year.

Handicapped: Regardless of age, physical handicaps hinder access to traditionally designed housing units. Handicaps also limit the ability to earn adequate income. According to the 1990 Census, 964 persons over the age of 18 had work disabilities which prevented them from working. Of that figure, 108 were older than 65 years. This shows that within

the handicapped community, a large proportion are senior citizens and therefore points to the need for senior housing projects to incorporate handicap accessibility design features. Housing programs which incorporate the needs of the handicapped will obviously also address some of the needs of other special needs groups.

Female-headed Households: Housing availability for female headed households is affected by earning power and earning limitations. Because many women do not develop careers outside of the homes, and for many other societal reasons too numerous to mention, female headed households tend to have low incomes. In 1990 there were 765 households headed by a women. Of this number, 636 or 83% had children in the home under 18 years of age. Therefore, by providing housing opportunities for female headed households, the City also provides services which indirectly relate to the care of San Juan Capistrano children. According to the 1990 Census, of the 315 households which have incomes below the poverty line, approximately 104 are female headed households with children. This number represents a total of 33% of the impoverished households.

Farm workers: Due to their low wages and unpredictable nature of their job, farm workers also have a strong need for low income and affordable housing. According to SCAG 1990 Employment Data Base, there are 232 persons in San Juan Capistrano working in the farming industry. While there is a need for housing for this special needs group, it is a need that can be met through the programs identified within the Housing Element.

Homeless: Since the 1980's, homelessness has become a problem of growing intensity in the southern California area. California's homeless issue is one that is constantly changing in scope even in times of low unemployment. During the past ten years, instead of just representing the lower, more troubled, socio-economic levels of society, the homeless population also included middle class families who previously lived on either one substantive or two adequate incomes and experienced job losses or wage reductions.

Further adding to the problem has been the lack of available resources to be used as public assistance to the poor and mentally ill.

Previously, San Juan Capistrano, San Clemente, and Laguna Beach were the lone cities representing South County. The largest area was then encompassed in unincorporated territory. As a result of their generally isolated geographic location, it was neither favorable nor possible to build convenient and accessible homeless facilities. Since the late 1980's there have been numerous incorporations of local communities and significant development in the surrounding areas. For example, Laguna Niguel, Mission Viejo, Dana Point, Lake Forest, Rancho Santa Margarita, and Laguna Hills are now cities. This geographical continuation of cities (ie. local services) now creates an environment where helping the homeless is practical and possible. The exact amount of homeless in San Juan Capistrano is difficult to estimate because the homeless are mobile, do not have residences, and are reluctant to volunteer personal information. It is known that there are several homeless persons that are seen on a regular basis and have established temporary housing on vacant properties within the City. However, it does not appear that the total number of homeless in the City has increased since the last revision of the Housing Element (1997). A recent intervention by a number of health support agencies, involved an action program dealing with a group of homeless individuals. In this particular instance the individuals involved had migrated from Mexico and were working to support their families that remained in that country.

In regards to addressing this special group, the City has adopted a specific zoning district (Public Institutional) that provides for the special housing needs, subject to approval of a conditional use permit. In regards to transitional housing, the City has also provided for small group homes in residential districts (six or less), with larger group homes allowed subject to a conditional use permit in all residential districts. In addition, the City assists in the funding of organizations that are focused upon serving the needs of the less fortunate.

Housing Improvement Needs

The City does not have extensive housing improvement needs. More than 80% of the total housing supply is less than 25 years old. The housing units are predominately owner occupied and kept in a good condition. Only about one percent is more than 45 years of age. Again, due to ownership patterns and pride in maintenance the greater majority of these units are in good condition. Based upon recent surveys of residential neighborhoods approximately 35 dwelling are in need of rehabilitation (does not include mobile homes). The one area were there is a larger percentage of units in need of basic safety improvements is in the category of mobile homes. The vast majority of these type of housing units are 20+ years in age. During the past three years the City has completed a safety inspection of 423 mobile home units for compliance with the provisions of Title 25. Of these units, 410 were found to require some corrective actions to remove safety violations. In many instances, these violations can be easily remedied at minimal costs. To assist individuals that qualify as very low and low income households to make these safety corrections, the City has established a $500.00 grant program.

Although the City does not have an extensive housing rehabilitation need (less than 5%), there are constraints which impede such improvements. Most homes needing rehabilitation are generally occupied by low income households, who would find it difficult to make the payment on a standard home improvement loan. Resources to assist in mitigation of these constraints are available through the City's rehabilitation loan/grant program funded through participation in the Community Development Block Grant program. It is likely that this funding source will remain the primary vehicle for assistance to low income households.

Share of Regional Housing Need

Under Section 65584(a), regional planning agencies are responsible for determining projected housing needs for all

income levels. These projected housing needs must take into consideration the following factors:

- Market demand for housing.
- Employment opportunities.
- Availability of suitable sites
- Availability of public facilities.
- Commuting patterns
- Type and tenure of housing needs.
- Housing needs of farm workers.

In addition, the distribution of housing need pursuant to the State Housing Element Law, must seek to avoid further "impaction" of jurisdictions with relatively high proportion of lower income households.

State legislation describes the content requirements of local housing elements. According to the State Housing Element Law legislation,..."a locality's share of the regional housing needs includes that share of the needs of persons at all income levels within the area significantly affected by a jurisdictions general plan" (Section 65584(a)). In addition, according to the same section, "Each locality's share shall be determined by the appropriate councils of governments consistent criteria" set forth by the State Department of Housing and Community Development. In the case of this City, the appropriate council is SCAG (Southern California Association of Governments).

Southern California Association of Government Regional Housing Need Assessment

Existing and future housing needs have been identified by SCAG as required and pursuant to the authority granted to it by State Law. The California Housing and Community Development Department requires cities to utilize the numbers provided by SCAG in their Regional Housing Needs Assessment (RHNA) as establishing their existing and future housing needs. The latest RHNA (covering the years 1998 - 2005) by SCAG was prepared and adopted in 1999.

Existing Need

Existing need is defined in the RHNA as the number of low income households (LIHH) paying 30% or more of their income for housing, This number is then adjusted up or down depending on the vacancy rates in the City. The RHNA defines the ideal vacancy rate of 2% for single family units and 5% for multi-family units. The existing need for vacant units increases future housing needs when the rate is below the ideal level ("deficit" in vacant units) and lowers future housing unit needs when vacancy rates are above the ideal level ("surplus" in vacant units) Vacancy rate information is obtained from the latest Federal Home Loan Bank Housing Vacancy Survey.

However, the definition of existing need is not "all inclusive" and does not count lower income households which pay less than 30% of their income for shelter and live in substandard housing. Existing need does not include households who live in overcrowded situations (more than one person per room in a unit). Thus, existing need is narrowly defined to include only lower income households who pay over 30% of their gross income toward a house payment or rent.

The City's need figures, as defined by the RHNA are provided in the Table following on the next page.

TABLE H-12. EXISTING RHNA HOUSING NEEDS FIGURE

	Renter	Owner	Total
Very Low Income Households	495	760	1,255
Low Income Households	394	395	789
			1,744

(Source: SCAG 1999 RHNA figures)

The 1999 RHNA figures provided by SCAG estimated that approximately 3,183 units or 31.5% of San Juan Capistrano households qualify as being in the low or very low income category from an overall total of 10,114 dwelling units. The

percentage of households overpaying for basic shelter represents about 17.2% of the entire number of city households.

Future Housing Needs

The 1999 RHNA allocates each jurisdictions share of regional housing needs by adding its estimated growth in population (until 2005) to the number of units that would have to be added in each locality in order to meet overall vacancy rate goals (2% or less) and compensate for anticipated demolitions. The RHNA then distributes the future housing needs by four income categories: very low, low, moderate, and above moderate income. These categories are defined as follows:

- "Very Low" as less than 50% of the Orange County median.
- "Low" as 50% to 80% of the Orange County median.
- "Moderate" as 80 to 120% of the Orange County median.
- "Above Moderate" as more than 120% of the Orange County median.

Identification of Future Need for the above moderate income levels gives each jurisdiction an estimate of effective demand, or how much demand for housing there will be in the locality as a function of market forces. Future Need at the lower income levels is often largely latent demand, since such income levels, without subsidy or other assistance, are often ineffective in causing housing to be supplied.

Use of RHNA Numbers

According to previous SCAG reports, *"...there has been a great deal of mis-communication and misunderstanding of the true significance of these numbers. They are NOT quotas for development which cities must reach. Rather, they are an identification of regional housing need and an allocation of it by jurisdiction. ...when a jurisdiction finds in its Housing Element that the allocation is not achievable by 2005 for*

certain reasons explicit in the State Housing Law, it may modify these numbers in accordance with State Law."

Future Need

The following table indicates the projected housing needs for the City in accordance with the latest adopted RHNA. These projections called for the construction of 560 market rate housing units and 280 housing units for very low and low income households.

Table H-13. Regional Housing Needs Assessment January 1998 to June 2005

Income level	# of households	% Distribution
Very LIHH	164	19.5%
LIHH	116	13.8%
Moderate	167	19.9%
Above Moderate	393	46.8%
Total	840	100.0%

Source: Southern California Association of Governments, 1999 Regional Housing Needs Assessment for Southern California, November 1999.

The City will strive to create the number of housing opportunities as intended by the present plan. The Land Use Element has set aside sufficient land designated for affordable family/senior housing to meet the goals for low and very low income housing as shown in the above table.

RESOURCE INVENTORY

Development of new housing opportunities in San Juan Capistrano is guided by the General Plan and the implementation provisions of the Municipal Code. The General Plan establishes a "holding capacity" limiting the ultimate amount of residential development. If the City's Senior/Household Affordable Density Bonus Overlay District is utilized (provides for density bonus and increased units as

additional incentive if affordable housing is provided with affordability agreements executed) the overall density can be increased. In addition, the City has a Residential Growth Management Ordinance that was adopted in 1976. This latter ordinance was adopted in order to insure that development was phased in accordance with the availability and capacity of necessary services and facilities. This ordinance permits an annual production of 400 housing units, or 2,000 for each five-year increment. Consequently, the amount of new housing allowed by this ordinance (2,000) exceeds the SCAG projections (840) and, thereby, does not pose a barrier to meeting new construction needs. Furthermore, during the 20 years of this program, although the City has continually allocated building permits at the maximum levels, developer applicants have never pulled the maximum number of permits that have been allocated to their projects. Finally, it should be emphasized that any affordable housing project with an affordability agreement is exempt from the provisions of the Residential Growth Management Ordinance.

Pursuant to Section 65583(a)(3), the City has completed an inventory update of the amount of vacant land available for residential development. Due to the inclusion of the Senior/Household Affordable Density Bonus Overlay District, this inventory is not limited to just residentially designated properties per the Land Use Element, but also includes the potential for mixed use development as permitted by the General Plan and its implementing ordinance.

As you review the figures associated with the basic General Plan land use residential densities and the impacts of the various incentive programs, the basic numbers do increase. However, these numbers do not have any meaning by themselves and will not create affordable housing opportunities due to other governmental and non-governmental constraints related to individual properties in the City. The City has however through its implementation ordinances require all new residential developments to provide a minimum of 10% of its units as affordable (15% if the project is located in the boundaries of the Redevelopment Agency). If a residential developer does not provide the units

within the project boundary they may participate in the construction of affordable units in another location in the City or be subject to payment of a Housing In-Lieu fee based upon one percent of the project's building permit valuations. The Housing In-Lieu fund is used to assist in the creation of new affordable housing opportunities. As a part of this Element, the City has identified a number of specific properties which can produce an affordable housing product if the necessary incentives are implemented by the developer and the City. These properties and programs are discussed in more detail latter in this section.

TABLE H-14. VACANT LAND SUITABLE FOR RESIDENTIAL DEVELOPMENT NO PRESENT ENTITLEMENT.

Residential Density (Dwelling Units Per Acre	Number of Available Acres	Housing Units (without bonus)	Affordable Housing Units, if Density Bonus Used	Potential Affordable Units without Density Bonus
1.0	479.0	479	120	48
2.0	42.0	84	21	8
3.5	43.0	151	38	15
5.0	0.0	0	0	0
8.0	0.0	0	0	0
25.0	15.0	0	469	469
Mixed Use	35.0	0	571	571
Totals	614.0	714	1,198	1,111

Source: Planning Services Department (January 2000)

The City has already granted approvals for 1,188 units on 243 acres. Each of these projects require the development of 10% of the overall unit count to include low income household opportunities or the payment of housing in-lieu fee. Under the present land use designation of Affordable Family/Senior Housing (25.0 units per acre) between 375 and 469 low and very low income units could be constructed. It is anticipated that this type of low and very low income project will involve

a rental apartment configuration that will require a multiple financial assistance package. An additional 205 units would and are being constructed and offered for sale in the moderate income range. For all units marketed at the moderate income and above, each development if they do not create a minimum of their units at the low income range do have to pay an in-lieu fee. These funds will be available to assist other developers in creating new affordable opportunities. A summary of these developments is shown in Table H-15.

Designation of land for additional residential and mixed uses from that currently set-aside is constrained by natural factors. For instance, environmental constraints exist, which preclude consideration of approximately 44% of the City's total area for other than open space use. This area which is approximately 3,200 acres, includes flood plains along two major creeks (San Juan and Trabuco Creeks that serve the major drainage basin for south Orange County), unstable hillsides where major landslides have been identified in the Seismic Safety Element that have either occurred or are likely to occur due to seismic activity, and the presence of identified endangered species and plants associated with the State's Natural Communities Conservation Program for Orange County.

Public services and facilities are available to most sites identified in the land inventory. These services and facilities include sewer, water, schools, police and fire protection. During the last several years, the City and the Capistrano Valley Water District have secured adequate capacity to serve all future needs of the community as envisioned by the General Plan.

The school capacity is limited and fees are collected by the Capistrano Unified School District. These developer fees have been augmented by the creation of a Community Facilities District for the Forster Canyon Planned Community that has resulted in the funding of a new elementary school and the acquisition of another elementary school site. These funding mechanisms have been further augmented by a recent

bond measure that was passed by Capistrano Unified School District voters in November 1999.

The City contracts with the Orange County Sheriff for police services and annually evaluates the service needs of the community and makes adjustments when necessary to maintain service levels. The City is a member agency of the Orange County Fire Authority (joint-powers agency) for fire protection services.

In addition to the general summary of sites and public services, the City has conducted an analysis of potential sites for the location of affordable housing units and the ability to provide housing for all the designated income household groups contained in the RHNA. In conducting this analysis, it became evident that in order to create units for the low income category that financial assistance in the form of additional density, tax credits, and direct financial assistance from the City or the Community Redevelopment Agency will be necessary. General market conditions will continue to create sufficient housing opportunities for moderate and high income households.

It has been suggested that increasing density (alone) will create market conditions that will encourage developers to construct products that will be affordable by the low and very low income households. The reality of the situation has been that developers will take the allowable density to construct market rate housing without the encumbrances of affordability agreements, etc.

The challenge at the local level is to create an environment that will encourage the private sector to develop opportunities for new housing that accommodates households below the moderate income thresholds. As has been recognized, development of such opportunities is not being addressed unless financial assistance is available to overcome non-governmental constraints of the market place. Furthermore, the number of private developers interested in creating such housing is somewhat limited and is almost always aligned with a non-profit housing organization in order to create the

financial packages that make such housing financially feasible.

TABLE H-15. CURRENTLY APPROVED RESIDENTIAL PROJECTS

Project Name	# Acres	# Units	Units/ Acre	Purchase Price	Housing Category	Comments
Lomas San Juan	28.35	132	4.66	$265,000	High	grading complete, Area C-2
Pacific Point PC						
Window Hill Area A	27.30	100	3.66	$500,000	High	mass grading underway
Window Hill Area B	8.00	85	10.63	$225,000	Moderate	mass grading underway
Valley Area A	19.28	90	4.67	$500,000	High	grading
Valley Area B	43.00	43	1.00	$800,000	High	grading
San Juan Meadows PC						
Senior Housing	8.50	165	21.20	Rental	Low	Affordable Senior
Townhome	12.10	120	9.92	$225,000	Moderate	
Single Family	30.50	155	5.08	$500,000	High	
Other Individual Residential Developments						
Village Alipaz	22.00	153	6.95	$300,000	High	under construction
Romer	3.25	8	2.46	$700,000	High	under construction
Stonefield	35.00	13	0.37	$900,000	High	under construction
Varkel	0.33	6	18.0	Rental	Low Moderate	financial assistance
Villa Paloma	1.89	84	44.40	Rental	Very Low, Low	financial assistance granted under construction
Olson	4.10	25	6.09	$285,000	High	under construction
Total	243.27	1,173	4.88	n.a.	n.a.	249 low units 205 moderate 719 high

Source: Planning Department October 2000

To provide additional site opportunities for affordable housing, the City has established a density overlay and incentive program for eligible housing developments on

residentially-designated properties on the General Plan Composite Map. See program description on page 15 and 16.

In providing this type of assistance, projects will be required to enter into long-term affordability agreements thus insuring maintenance of such housing. It could be anticipated that dependent upon the size of the individual units that the overall density for typical affordable projects using the above program elements could range anywhere from 32 to 40 units per gross acre. Furthermore, any project that receives financial assistance from the Community Redevelopment Agency will be required to provide a minimum of 15% of the assisted units at the very low income category (below 50% of median income for Orange County), with the remaining units at the low income category (below 80% of median income for Orange County). Projects recently submitted to the City to create affordable units indicate that even with the use of density bonus and other incentives to increase the number of units, financial assistance in the range of $15,000+ per unit is still be necessary to maintain financial feasibility.

NON-GOVERNMENTAL CONSTRAINTS

Constraints impeding the efforts of non-governmental entities at meeting the affordable housing needs include the cost of land, financing availability and interest rates, sales prices, and the limited availability of Federal, State and local funding sources. Background data on these factors are summarized in the following paragraphs.

Land Costs

The cost of raw land contributes approximately 25% to 35% towards the sales price of a new home, depending on the type of unit constructed. This figure represents the average percentage of land cost for the price of a single-family detached unit. The price of land varies with the allowable density, speculation, supply and demand and desirable amenities, such as views and proximity to transportation corridors, commercial services, and open space.

During the late 1980's the south Orange County area witnessed significant escalating prices for the purchase of raw land for high end developments. Increasing density theoretically could reduce the cost of land per unit, however land zoned for the higher density was offered and sold for higher prices negating the general benefits of the increased density. The cost of raw land for undeveloped single family was estimated in 1989 to have risen to approximately $300,000 per acre. In the years immediately following, the value of such land dropped to approximately $200,000+. Under the current economic climate, the cost of raw land has significantly increased to that approaching $500,000. In the realm of creating affordability of units this has become a major hurdle to overcome. Significant and deep subsidies would be required by public jurisdictions to make such properties feasible for affordable housing. Public agencies are very reluctant to subsidize land costs at the speculative land values of the current market. This is due to the need to maximize the effectiveness of limited funding sources. For example, the Community Redevelopment Agency prior to entering into an assistance agreement reviewed a project's pro-forma to insure that the price of land was not being subsidized above current values due to speculation by the property owner or the developer.

Site Availability

As noted in the RHNA, the City's need is 286 units of low and very low income housing units. Dwelling unit capacity to address this need does exist for such housing when using the density bonus and other incentives offered by the City and the designation of specific areas for Affordable Family/Senior Housing. The limiting factor in accomplishing this goal includes the factors identified in this section and in the Governmental Constraints section of this Element. It is anticipated that in order to met this goal, the City and/or Community Redevelopment Agency will have to acquire land or assist financially in the acquisition of land to create new affordable units.

Construction Costs

Land and construction costs combined comprise approximately 50% to 60% of the cost of a housing unit. Construction costs are directly related to the quality and the type of housing unit being constructed (ie. single family or multiple unit housing).

Inflation significantly effects the cost of construction by increasing the price of materials and demand for limited labor and wages paid to construction workers. Furthermore, costs of construction can vary significantly due to the amount of site work (grading, infrastructure, etc.) that is necessary to prepare a finished building pad.

Financing Availability

Financing availability is related to two specific areas. The first is construction financing for developers. During the past several years, the ability to obtain construction financing was limited even when rates were at historic lows (last 20 years) due to concerns on the economy and the overall health of the housing industry. Today these limitations have become less of a constraint due to the current healthy state of the economy, however, lending institutions continue to monitor and limit the amount of funds that are designated for construction phases. Second, financing for resales and new homes is generally available. Interest rates of banks and savings banks have been steady for the last several years ranging between 6.5% to 8.0%. However, during the latter part of 2000, rates have begun to increase to between 8.0% to 9.0%. Such a continued trend in the change in rates will have an impact on the availability and affordability of housing.

Sales Prices

Housing availability in the City includes resale and new dwellings. Existing condominiums in the resale market range in cost from $75,000 to 265,000. These prices reflect a similar market value from that exhibited in the marketplace during

the 1989-90 period. New single family dwellings are currently being offered for sale from between $285,000 to $900,00+.

Federal and State Programs

As noted above, the ability to create increased opportunities with new constructed units still will require some form of assistance. There is limited funding available for housing assistance programs from the State and Federal governments. Current funding sources being used by the City and the Community Redevelopment Agency include continued participation in the Community Development Block Grant program, HOME, MCC program, program income (CDBG), Section 8 Rental Assistance and use of tax credit programs. These funds are supplemented by Community Redevelopment Agency set-aside funds and the City's Housing In-lieu Fee program.

GOVERNMENTAL CONSTRAINTS

In addition to the non-governmental sector, there are governmental constraints to development of affordable housing within a community. Governmental Constraints in San Juan Capistrano include such items as the zoning code provisions, enforcement requirements, on and off-site improvement requirements for support infrastructure and utilities, fees and exactions, processing and permit procedures, and growth controls. These constraints are identified and discussed as follows:

Land Use Code as a Governmental Constraint

The current development standards contained within the Land Use Code limit the development of affordable housing in several ways. For example, the City's residential zones (ES, El, RS, and RD) typically require larger yards and building setbacks. The minimum lot sizes for residential projects also range from 7,000 to 10,000 square feet. See the existing individual district regulations in Appendix "B" of this element. Generous minimum lot sizes and setbacks working

together reduce the amount of available land for housing by escalating land costs on a per unit basis.

In an attempt to balance the impacts of the above provisions, the same Land Use Code includes provisions for flexible zoning regulations that encourages clustering of units, density bonuses and other incentives to create affordable housing opportunities.

Currently, the City is conducting a comprehensive update of its zoning and development standards that will provide for smaller lots (4,000 square feet), reduced building setbacks, etc. to create more housing opportunities for home ownership at the medium to higher residential density designation of the General Plan. The proposed development standards for the various residential districts is included in Appendix "B". In reviewing the standards, it should be noted that the revised standards include a requirement for integration of single-story units into a project mix. This new provision has been included to address the special needs of households where a second floor can create a physical barrier to its use by handicapped individuals. In making this provision, it should also be noted that the setback standards are proposed to be adjusted so that the amount of land area for a one or two-story configuration remains the same. In addition, the City has imposed a floor area ratio standard for residential districts, this is in response to the development market which has chosen to put the most amount of building square footage on an individual lot in order to sell at the high end of the market. The result of these practices has been medium to high density land is being developed and marketed at the high end of the price spectrum. By the development of standards for controlling overall square footage based upon a floor area ratio, is an attempt to encourage more units at the medium and high density categories to be priced in the more moderate income category.

Finally, as noted throughout this element, the primary problem in providing housing accessibility to all income categories is focused upon the very low and low income categories. In response to this problem, the Land Use Element has designated properties for affordable housing. In making

this designation, the intensity of development was increased to 25 units per acre. Such a designation is now the basis for the City's Affordable Housing and Density Bonus Overlay District.

Building Code as a Governmental Constraint

The City has adopted and enforces the Uniform Building Code as Title 8 of the Municipal Code. This Code ensures that all housing units are built to specified standards and is considered to be the minimum necessary to protect the public health, safety, and welfare. The City has adopted the Code with few administrative amendments for fire and safety protection. These amendments always place greater restrictions and requirements on development rather than reduce standards.

The requirement that all rental and multi-family buildings install fire sprinklers adds approximately $2-5.00 per square foot in construction costs. In most cases, the sprinkler requirement will not affect multi-family projects, but it does add to the costs for building housing in San Juan Capistrano.

To ensure that standards for building construction are met, the City has a staged inspection program where inspectors review the progress of development at prescribed times of construction. In addition, enforcement is also carried out on a complaint basis. These enforcement activities are conducted in a sensitive manner and a minimum of two written notifications of violations are given to violators. Code requirements and enforcement, although necessary, place a barrier to the construction of affordable housing because the minimum safety requirements must be met by all development and therefore set a minimum cost for a unit's construction.

Building Fees

To construct housing in the City requires a developer to pay building fees as part of the permit process. Fees are outlined in the City's adopted Building Fee schedule and are based

upon the valuation of a project. Valuation is determined by the square footage of the project multiplied by the Building Standards factor for this region's cost of construction per square foot. Therefore, the larger the unit the more expensive the costs.

Building fees are not the only fees for residential projects. The school system and transportation system also require fees. In fact where the school system previously charged $1.56 per square foot (1993-94 fiscal year), those fees have been increased to over $2.59 per square foot. Road fees, such as those required by the Transportation Corridor, are $3,831 per single family unit and $2,236 per multiple family unit. Each of these fees are charged by outside agencies and authorized by specific State legislation.

On average, fees for single family development are $15,000 per unit. For multi-family units the average fee is somewhat less. Fees represent a barrier to the construction of affordable housing because they increase the minimum costs of a dwelling unit and are included within the selling price or the monthly rent necessary to serve project financing and anticipated profit from investment.

Planning Fees

Planning fees are different from Building fees in that they are based upon the type of application necessary for project approvals. The City processing fees are part of a development deposit, where an applicant deposits a specified amount of money to cover the actual costs of processing the application, should the deposit be exhausted, additional deposits are necessary, although refunds can also occur, ie. there is money remaining within a deposit after the project has been officially approved or denied. These planning fees are another cost to development which affect the affordability of housing. The currently adopted schedule for initial deposits is depicted in Appendix "B". Since adoption of the past element, staff processed a revised fee schedule to reduce the initial deposit amounts and fixed fees. This was based upon actual processing charges that reflect reduced costs due to

modifications made to the development review procedures. Administrative reductions are currently authorized by the Planning Director per this program and is utilized when the complexity of the application is of a minor nature and would not result in processing cost approaching the adopted initial deposit requirement. In addition, several fees were modified to a fixed amount below staff costs to assist residential owners in making improvements that needed modifications to existing standards.

Processing and Permit Procedures

San Juan Capistrano has a proactive development review process and its beautiful setting reflects its requirement for quality. This requirement also affects the time frame for receiving development approval. The City's committee and commission process for larger projects may take 4 to 8 months. Fees are collected to cover the cost of staff and administrative time associated with processing the application(s),and present reports to the Committees, Commissions, and City Council. A copy of the most recently adopted deposit and fixed fee schedule is included in the Housing Element Appendices.

Subsequent to receiving development approval, an applicant must then apply for grading and building permits. Although the building department has a quick turn around for review of plans, applicants are usually required to revise their plans so that they comply with the Building Code requirements. The revision process also affects the time frame for receiving a building or grading permit. However, this latter impact can be greatly reduced by attention to plan preparation by the developers design team.

These processes take time and there are "holding costs" that continue while projects wait for approval. These holding/waiting costs also affect the affordability in housing. They too are passed along into the final price per unit.

On and Off-Site Improvement Requirements

On and off-site improvements represent a substantial amount of the cost of construction of housing. Projects in San Juan Capistrano are required to underground utilities, install street lights and traffic signals, provide water transmission facilities, drainage, and sanitary sewers. In addition, if a project is anticipated to directly and significantly impact an existing roadway or some other facility, the City can require additional fees or improvements necessary to mitigate impacts associated with the project in accordance with the provisions of the California Environmental Quality Act. These costs also increase the cost of housing production and can represent a barrier to affordable housing.

Growth Control Ordinance

In 1976, the City of San Juan Capistrano adopted a Residential Growth Control provision to the Land Use Management Code (codified as Title 9, Chapter 7 of the Municipal Code). This ordinance was adopted to insure the orderly growth of the community and to insure that adequate services and facilities could be provided to serve this new development. One of the primary controls of the ordinance was to create a maximum number of residential building permits that would be issued in any one calendar year at 400. Under its provisions, individual development applicants compete on a point rating system and would be allocated permits on the basis of the number of points assigned to the separate development. During the history of the implementation of the ordinance, although 400 permits have been allocated, developers have never lived up to their building expectations. During recent years, when the City granted allocations, a number of permits were retained to provide opportunities for projects which were successful in their construction and marketing so as to not penalize them due to a lack of allocations granted to non-performance by another development.

Although, past history has shown that no residential development has been denied permits that it requested in any

calendar year, the provisions of the ordinance do remain in effect and could have resulted in the delay of an affordable housing project. In 1997 in relation to the adoption of the most recent Housing Element, provisions that could have been considered a constraint were deleted from its provisions. Any affordable housing project is exempt from its provisions.

Endangered Species Act

A significant amount of the remaining vacant land designated for residential development by the General Plan is either partially or wholly impacted by the animals and plant societies that are listed on the Endangered Species Act. Such lands are currently being evaluated as part of the coordinated effort by the State and Federal governments to create the Natural Communities Conservation Plan for the Orange County region. Final disposition of the impacts of this preservation program may create significant constraints on the development of these properties. In those properties that would possibly result in a partial take, significant mitigation fees or actions are imposed by the U.S. Fish and Wildlife Service and California Department of Fish and Game in order to develop the property. In many instances, the permit processing time associated with these two agencies is prolonged and can add a significant cost to the price of housing. Although this is an issue of State-wide importance, the costs of preservation will continue to be a constraint to creating affordable housing as well as the limitation on available land for other residential purposes at the local level.

Energy Conservation Standards

Energy conservation standards are included within the regulations that must be satisfied when presenting plans for permit issuance. The City has adopted the most recent energy standards (minimum) as required by the State of California. Although the City has not imposed increased standards for energy conservation based upon the initial increased cost of construction. In response to the long-term savings that may off-set some of the initial costs, the City will be working with

the local utility companies to include energy saving methods onto the City's web-site as a public information service.

PUBLIC PARTICIPATION PROCESS

The City has in the processing of this amendment to the Housing Element attempted through an open public process to solicit comments and suggestions on its contents. This process started early in the review of the document. The initial review of a draft Housing Element occurred with its review by the City's Housing Advisory Committee on February 24, 2000. Housing groups that had previously contacted the City were provided notice of the meeting and did participate in this initial review. The document was revised consistent with comments that were provided and transmitted to the California Department of Housing and Community Development by letter dated April 10, 2000 for draft review of the Housing Element. By letter dated May 25, 2000 from Cathy Creswell, Acting Deputy Director, comments were transmitted to the City from the California Department of Housing and Community Development. As part of that response, it was copied to a significant number of housing organizations. In response to that notification, the City received several request to be placed upon the City's notification list for future hearings.

On October 26, 2000, a duly public noticed meeting was conducted by the City's Housing Advisory Committee to solicit public comments on the draft Housing Element. All persons and groups that had requested notification of any pending hearings were provided legal notification of the pending meeting. A subsequent public hearing was conducted by the Planning Commission on November 14, 2000. Again notice was provided both in the local newspaper and with groups and individuals who had requested prior notification. On December 5, 2000, the City Council approved the Housing Element after conducting a duly noticed public hearing which included prior notification of all interested groups and individuals that had requested notification.

It should be noted that the City Council in making appointments to the Housing Advisory Committee has included members of the local housing advocacy groups to insure that their input is provided to the City.

CHALLENGES TO BE MET

As noted in the introduction (background), the City adopted the "HOPE" Plan in March 1995. This document represents a comprehensive strategy for creating affordable housing opportunities to meet the needs of the community. Many of the programs that are identified in that policy document have been incorporated into this revised Housing Element.

The goals, policies, and programs, represent the focus of this Housing Element in accordance with the detailed descriptions and analysis contained in the body of this document and applicable appendices. The implementation program contained in the appendices to the Housing Element, has identified several sources of funding of programs. In general, the City/Agency generates approximately $500,000+ annually through its Agency set-aside fund to assist in program funding. The City through its Housing In-lieu Fee ordinance provisions projects that in the next several years that approximately $3,500,000 would be generated by new construction to assist in the creation of new affordable housing units. The City is an annual applicant for other funding sources in which we must apply on a competitive basis (CDBG and HOME). These latter funding sources can not be depended upon on conducting programs that span a period greater than a specific grant period.

The challenge that is before the City is to take these limited resources and continue to leverage these funds to the greatest amount feasible to address the affordable housing needs of this community. As noted in the introduction to this element, the City is and will continue to be an active participant in preserving, protecting and creating new affordable housing opportunities.

San Juan Capistrano

General Plan

Circulation Element

Table of Contents

List of Tables

List of Figures

Introduction

San Juan Capistrano is served by a diverse circulation system consisting of roadways, rail service and trails. While convenient access to the community has been provided for many years by the San Diego Freeway (Interstate 5), the Foothill Transportation Corridor, which will be located east of the City will provide additional roadway access when the extension is complete. The Southern California Regional Rail Authority (SCRRA) railroad extends through the City and is served by a station located in the Historic Town Center. Established public transit services, including buses and the Metrolink, provide alternative transportation opportunities for commuters, tourists and residents of the community. An extensive hiking, bicycling, and equestrian trails network also provides an alternative option for travel within the City.

The Circulation Element guides the continued development and improvement of the circulation system to support existing and planned development, while the Land Use Element identifies the City's planned development pattern. The development of additional land in the future will increase the demand for local and regional roadway improvements and construction. The Circulation Element establishes acceptable roadway service levels and identifies improvements required to maintain the service levels. The use of other modes of transportation such as transit, walking, bicycling and riding is promoted to reduce the demand for transportation system improvements and to improve air quality.

Purpose of the Circulation Element

The purpose of the Circulation Element is to provide a safe, efficient and adequate circulation system for the City. State planning law requires:

"... a circulation element consisting of the general location for proposed major thoroughfares, transportation routes, terminals and other local public utilities and facilities, all correlated with the land use element plan."

To meet this purpose, the Circulation Element addresses the circulation improvements needed to provide adequate capacity for future land uses. The Element establishes a hierarchy of transportation routes with typical development standards described for each roadway category.

The state General Plan Guidelines recommends that the circulation policies and plans should:

- Coordinate the transportation and circulation system with planned land uses;
- Promote the safe and efficient transport of goods and the safe and effective movement of all segments of the population;
- Make efficient use of existing transportation facilities; and
- Protect environmental quality and promote the wise and equitable use of economic and natural resources.

The Guidelines indicate that the Circulation Element should address all facets of circulation including streets and highways, transportation corridors, public transit, railroads, bicycle and pedestrian facilities and commercial, general and military airports. The San Juan Capistrano Circulation Element fulfills state requirements with a plan to provide effective circulation facilities supporting desired community development. Along with circulation, public utilities must be addressed in the General Plan. Instead of addressing utilities within the Circulation Element, the San Juan Capistrano General Plan contains a Public Services & Utilities Element that discusses the provision of utilities and public services.

Scope and Content of the Circulation Element

This element contains goals and policies to improve overall circulation in the City of San Juan Capistrano. For vehicle transportation, a hierarchical roadway network is established with designated roadway types and design standards. The roadway type is linked to anticipated traffic levels, and acceptable levels of service are established to determine when capacity improvements are necessary. Because local circulation is linked with the regional system, the element particularly focuses on participation in regional programs to alleviate traffic congestion and construct capacity improvements. Alternative transportation modes are also emphasized in this element to reduce dependency on the automobile and thereby improve environmental quality.

The Circulation Element consists of three sections: 1) Introduction; 2) Issues, Goals, and Policies: and 3) the Circulation Plan. In the Issues, Goals and Policies section, major issues pertaining to the transportation system are identified, and related goals and policies are established. The

goals are overall statements of the City desires and include broad statements of purpose and direction. The policies serve as guides for planning circulation improvements to accommodate anticipated population growth, maintaining acceptable service levels while development occurs, promoting alternative transportation modes, and coordinating with local and regional jurisdictions to phase regional transportation facilities. The Circulation Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs are contained in the General Plan Implementation Program contained in Appendix A of this General Plan.

Related Plans and Programs

Several transportation plans prepared by the County of Orange focus on the regional transportation system. Strategies to handle anticipated traffic levels from future development are discussed. Other plans have also been prepared to locate future routes for mass transit including light rail and conventional buses. Plans and programs related to the Circulation Element include the following:

County of Orange Master Plan of Arterial Highways (MPAH)

The County of Orange Master Plan of Arterial Highways (MPAH) forms part of the Orange County General Plan and designates the arterial system in the circulation element of the General Plan. Defined according to specific arterial functional classifications, the MPAH serves to define the intended future roadway system for the County. Cities within the County are expected to achieve consistency with the MPAH in individual General Plan circulation elements. The San Juan Capistrano Circulation Element proposes no further extensions of San Juan Creek Road and Las Ramblas. To implement this change to the MPAH, approval from the Orange County Transportation Authority (OCTA) is required.

County of Orange Congestion Management Plan

Urbanized areas such as Orange County are required to adopt a Congestion Management Program (CMP). The goals of the CMP are to reduce traffic congestion and to provide a mechanism for coordinating land use development and transportation improvement decisions. For the most part, the Orange County CMP is a composite of local agency submittals in which each local jurisdiction develops the required data in accordance with the guidelines established by the Orange County Transportation Authority (OCTA). The OCTA compiles the data and submits the results to the Southern California

Association of Governments (SCAG) for a finding of regional consistency. Ortega Highway is the only road in San Juan Capistrano that is a component of the Congestion Management Plan system.

County of Orange Growth Management Plan (Measure M)

Measure M, the revised Traffic Improvement and Growth Management Ordinance, authorized the imposition of a one-half percent sales tax to fund needed transportation improvements. To be eligible to receive Measure M funds, local jurisdictions must satisfy a variety of requirements as set out in the Orange County Local Transportation Authority (LTA) Ordinance No. 2. LTA Ordinance No. 2 requires local jurisdictions to adopt a traffic circulation plan consistent with the MPAH, adopt and adequately fund a local transportation fee program, satisfy maintenance requirements, adopt a Growth Management Element, and adopt a seven-year capital improvement program that includes all transportation projects funded either partially or fully by Measure M funds.

County of Orange Master Plan of Countywide Bikeways

Also part of the County of Orange General Plan, the Master Plan of Countywide Bikeways designates various classes of bike routes throughout the County. One of the primary considerations of this plan is to provide continuity throughout the County and to provide consistency between countywide and local jurisdiction bikeway plans. The Circulation Element contains a bikeway plan that utilizes the countywide classification system and links to County routes.

South Coast Air Quality Management

South Coast Air Quality Management Plan (AQMP) mandates a variety of measures to reduce traffic congestion and improve air quality. The Circulation Element identifies SCAQMD circulation programs to be implemented in San Juan Capistrano.

Los Angeles/San Diego Corridor Commuter Rail Action Plan

The Plan addresses one component of the overall rail plan for the Southern California area, and seeks to provide increased commuter train service along the Los Angeles/San Diego corridor with various stops between the two cities. One stop is located in the City of San Juan Capistrano's Historic Town Center.

Metrolink

Metrolink is a commuter rail service operated by the Southern California Regional Rail Authority (SCRRA), a joint-powers authority comprising five county agencies. SCRRA currently operates three round trips on the LOSSAN (Los Angeles to San Diego) Corridor which utilizes the right-of-way that is owned by OCTA and traverses the City of San Juan Capistrano. Multiple stops during the morning and evening commuting period are provided at the train station located in San Juan Capistrano.

Other operators along the LOSSAN corridor include Amtrak, providing intercity passenger service from San Diego to Los Angeles and Santa Barbara; and the Atchison, Topeka, and Santa Fe Railway Co. (Santa Fe), who, as the previous owner of the right-of-way, maintains a permanent use easement for the operation of freight service along this corridor.

The LOSSAN Corridor has been federally designated as a high speed rail corridor, and the California High Speed Rail Commission will consider the implementation of high speed rail services along this corridor.

Relationship to Other General Plan Elements

According to state planning law, the Circulation Element must be independent, but consistent with the other General Plan elements. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals. The Circulation Element relates most closely to the Land Use, Conservation & Open Space, Parks & Recreation, and Growth Management Elements.

The Land Use and Circulation Elements are inextricably linked. The planned development identified in the Land Use Element is the basis for determining future road improvements. The circulation policies and plans ensure that existing transportation facilities will be improved and new facilities will be constructed to adequately serve traffic generated by planned development. An efficient circulation system is a critical factor for diversifying and expanding local economic activities. In addition, the Circulation Element promotes alternative transportation modes to minimize the regional impacts of planned local development.

The Circulation Element provides for a trail system that accommodates bicycles, pedestrians, and equestrians. Trails for

these uses will connect with recreational areas and support the City recreational goals identified in the Parks & Recreation Element. In addition to promoting bicycle and pedestrian transportation, the Circulation Element promotes the use of public transit. Alternative transportation modes will help achieve the air quality goals identified in the Conservation & Open Space Element. The policies and plans in the Circulation Element also support the local and regional transportation goals established in the Growth Management Element.

Issues, Goals, and Policies

San Juan Capistrano has a circulation system that includes vehicular, public transit, bicycle, pedestrian and equestrian components. An independent system is created by the connection of this local system with a larger regional circulation system. A safe and convenient circulation system operation is needed to support a variety of land uses in the community.

Five major issues are addressed by the goals, policies and plans of the Circulation Element. These major issues include: 1) providing a suitable system of City roadways; 2) providing an advanced public transportation network; 3) ensuring an extensive public bicycle, pedestrian and equestrian trail network; 4) improving neighborhood traffic safety; and 5) supporting regional transportation facilities.

Local Transportation Routes

Safe and convenient access to activities in the community are provided by a well-designed local roadway system. As well as providing access to all sections of the community, the roadway system should reflect the ideals of the community. San Juan Capistrano has made the decision to create a sufficient roadway system that serves the community, while de-emphasizing through traffic, and provides for alternative transportation, such as bicycles and buses.

Circulation Goal 1: Provide a system of roadways that meets the needs of the community.

Policy 1.1: Provide and maintain a City circulation system that is in balance with the land uses in San Juan Capistrano.

Policy 1.2: Implement the City's Master Plan of Streets and Highways.

Policy 1.3: Coordinate improvements to the City circulation system with other major transportation improvement programs.

Policy 1.4: Improve the San Juan Capistrano circulation system roadways in concert with land development to ensure sufficient levels of service.

Policy 1.5: Improve existing arterial system that serves regional circulation patterns in order to reduce local congestion (Ortega Highway at I-5).

Policy 1.6: Reduce the congestion along local arterial roadways in commercial areas by driveway access consolidation, parking area interconnections and similar actions.

Public Transportation

San Juan Capistrano has approached the design of its transportation system in a manner that tries to de-emphasize the automobile, and provide for alternative means of transportation. Public transportation is an important factor in the provision of alternative means of transportation. Public transportation offers an alternative to the use of automobiles and helps to reduce air pollution and road congestion. San Juan Capistrano is fortunate in that it has access to public bus service, as well as passenger/commuter rail transportation.

Circulation Goal 2: Promote an advanced public transportation network.

Policy 2.1: Encourage the increased use and expansion of public transportation opportunities.

Policy 2.2: Promote new employment-producing development in areas where public transit is convenient and desirable.

Policy 2.3: Encourage the provision of additional regional public transportation services and support facilities, such as park-and-ride lots.

Trails Network

Non-vehicular methods or modes of transportation offer an option to the traditional use of automobiles. These modes of transportation, such as bicycling, walking, and horseback riding, also help to reduce roadway congestion and air pollution. Trail systems also provide recreational opportunities for the community.

Circulation Goal 3: Provide an extensive public bicycle, pedestrian, and equestrian trails network.

Policy 3.1: Provide and maintain an extensive trails network that supports bicycles, pedestrians, and horses and is coordinated with those networks of adjacent jurisdictions.

Neighborhood Traffic Safety

San Juan Capistrano has placed importance on non-vehicular means of transportation. To increase the number of people using non-automobile means of transportation, there has to be an existing, safe transportation network in place. This network

includes crosswalks, grade separations, and walkways which assure the safety of pedestrians, cyclists, and horseback riders.

Circulation Goal 4: Minimize the conflict between the automobile, commercial vehicles, pedestrians, horses, and bicycles.

Policy 4.1: Provide sufficient right-of-way widths along roadways to incorporate features that buffer pedestrians, horses, and bicycles from vehicular traffic.

Policy 4.2: Provide traffic management improvements within areas where through traffic creates public safety problems.

Policy 4.3: Install additional street improvements within areas where necessary to improve vehicular and non-vehicular safety.

Policy 4.4: Apply creative traffic management approaches to address congestion in areas with unique problems, such as schools, businesses with drive-through access, and other special situations.

Regional Transportation

Transportation and traffic congestion in San Juan Capistrano is directly related to an overall transportation network for the region as surrounding city residents pass through San Juan Capistrano to access Interstate 5. Planning for the needs of the community necessarily includes recognition of the related transportation needs and planning efforts of the surrounding county, region, and state. With that recognition is the need for the City to actively work with other public agencies responsible for transportation and development in surrounding areas.

Circulation Goal 5: Achieve the development of regional transportation facilities.

Policy 5.1: Support the implementation of the Orange County Master Plan of Arterial Highways and the south Foothill Tollway Segment (Segment CP).

Policy 5.2: Work closely with adjacent jurisdictions and transportation agencies to ensure that development projects outside San Juan Capistrano do not adversely impact the City or other providers of public transportation service within the City.

Policy 5.3: Monitor alternative transportation programs, such as rail and bus systems providing service to the City.

Related Goals and Policies

The goals and policies described in the Circulation Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Circulation Element. These supporting goals and policies are identified in Table C-1.

Table C-1
Related Goals and Policies by Element

General Plan Elements	Circulation Issue Area				
	City Roadways	Public Transportation	Trail Network	Neighborhood Traffic Safety	Regional Transportation
Land Use	1.1, 1.3, 2.1, 2.3, 7.2	1.3	1.3, 2.1	1.3, 2.1	1.1, 1.3, 7.2
Housing					
Circulation					
Safety	2.5, 3.1			2.5, 3.1	2.5, 3.1
Conservation & Open Space	6.1, 6.2, 6.3, 6.4, 6.5	6.1, 6.2, 6.3, 6.4, 6.5	2.3, 6.1, 6.2, 6.3, 6.4, 6.5		6.1, 6.2, 6.3, 6.4
Noise	2.1, 2.2, 2.3	2.1, 2.2, 2.3		2.1, 2.2, 2.3	2.1, 2.2, 2.3
Cultural Resources					
Community Design	3.3				3.3
Growth Management	1.1, 1.2, 1.3, 2.1, 2.2	2.1, 2.2	1.1, 1.2, 1.3		1.1, 1.2, 1.3, 2.1, 2.2, 3.1, 4.1
Parks & Recreation			2.1, 2.2, 2.3, 2.4, 2.5, 2.6, 2.7, 3.1, 3.2		
Public Facilities & Utilities					
Floodplain Management			3.2		

Circulation Plan

The City is supported by a diverse circulation system with vehicle, transit, pedestrian, bicycle and equestrian linkage. The local system connects with the larger regional system and operation of the two systems is interdependent. This section of the element establishes the Circulation Plan. The Plan summarizes the approach to ensure safe and convenient operation of the circulation system and identifies improvements required to accommodate traffic from planned development.

Vehicle transportation is presently the primary mode of travel and an Arterial Highway Plan is established with hierarchical roadway designations, physical design standards for the roadway designations, and service standards. The Arterial Highway Plan includes regional arterials and anticipated regional traffic levels. The use of alternative modes of transportation is promoted to reduce dependency on automobile transportation.

The Plan is based on issues, goals, and policies identified in the previous section. The Circulation Element Implementation Program, which is part of the General Plan Implementation Program contained in Appendix A, is an extension of the Circulation Plan and contains specific programs to coordinate planned development with vehicular and non-vehicular circulation improvements.

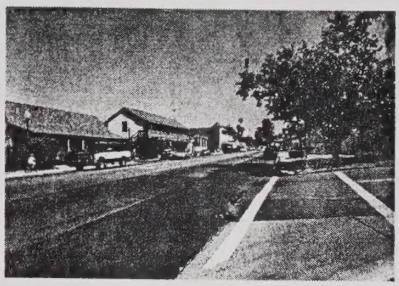
Local Transportation Routes

Roadway Classifications

The arterial roadway system in San Juan Capistrano is defined using a hierarchical classification system. The roadway categories are differentiated by size, function and capacity. There are four basic categories in the hierarchy, ranging from a four-lane divided roadway with the highest capacity, to a two-lane undivided roadway with the lowest capacity. The categories are summarized below:

Primary Arterial: Typically constructed within a right-of-way of 100 feet with a curb-to-curb pavement width of 70 feet. This four-lane divided roadway has a maximum capacity of 33,800 average daily trips and a peak hour capacity of 3,380 trips.

Secondary Arterial: Typically constructed within a right-of-way of 80 feet with a curb-to-curb pavement width of 64 feet.



These four-lane undivided roadways serve as collectors, distributing traffic between local streets and four-lane divided arterials. The maximum capacity of this roadway is 22,500 average daily trips and 2,250 peak hour trips.

Limited Secondary Arterial: A local roadway typically constructed within a right-of-way of 80 feet with a curb to pavement width of 40 feet. This category of roadway is designed to provide access to individual parcels within the City. The maximum capacity of this roadway is 18,000 average daily trips and 1,800 peak hour trips.

Local Arterial: A local roadway typically constructed within a right-of-way width of 60 feet with a curb to pavement width of 36 feet. Local arterials are generally not included in the Circulation Element unless special circumstances requires inclusion for system continuity. The maximum capacity of this roadway is 10,000 average daily trips and 1,000 peak hour trips.

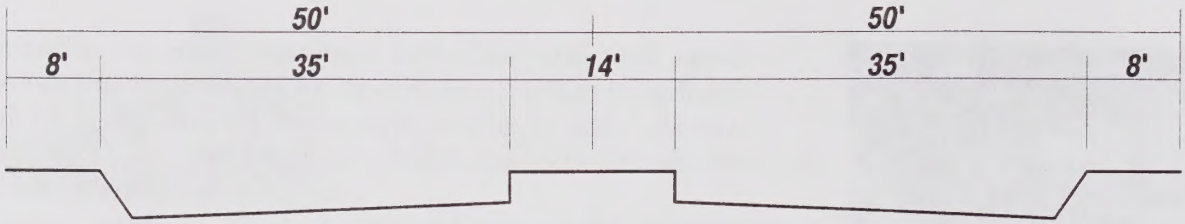
Figure C-1 shows schematic cross sections of each category of arterial roadway. These sections represent desirable standards, but variation in right-of-way width and specific road improvements will occur in certain cases due to physical constraints and/or right-of-way limitations.

In particular, the median width in four-lane roadways will vary according to the area being served, right-of-way constraints and turn lane requirements. Any of the arterial classifications may deviate from the standards where physical constraints exist or where preservation of community character dictates special treatment. Bikeways and sidewalks also affect the specific standards applied to various facilities. Another design consideration is the need to comply with MPAH capacity requirements. The overriding circulation goal is that all roadways carry the designed volumes of traffic at the desired level of service.

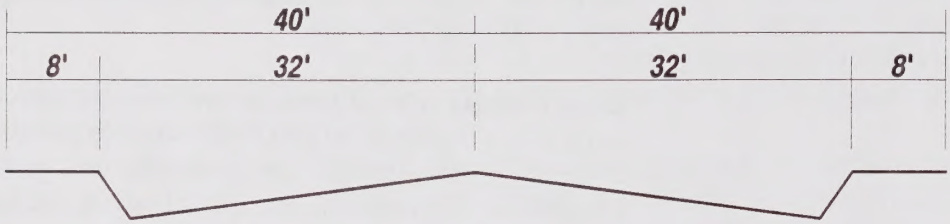
Performance Criteria

Evaluating the ability of the circulation system to serve the desired future land uses requires establishing suitable "performance criteria." These are the means by which future traffic volumes are compared to future circulation system capacity, and the adequacy of that circulation system assessed.

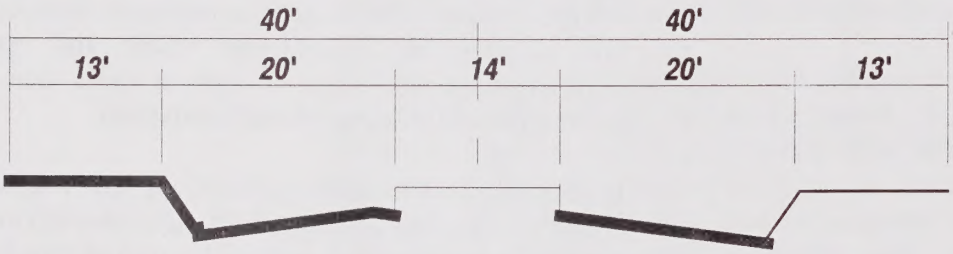
Performance criteria have a policy component that establishes a desired level of service (LOS) and a technical component that specifies how traffic forecast data can be used to measure the



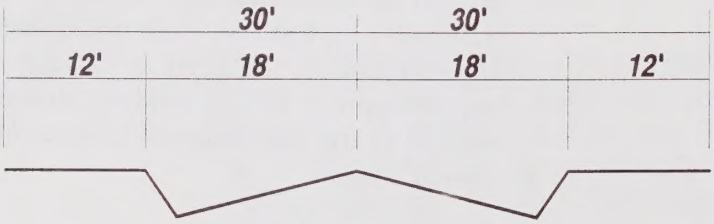
Four-Lane Divided Roadway 100' R/W
(Primary Arterial)



Four-Lane Undivided Roadway 80' R/W
(Secondary Arterial)



Two-Lane Undivided Roadway 80' R/W
(Limited Secondary Arterial)



Two-Lane Undivided Roadway 60' R/W
(Local Arterial)

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Source: Austin-Foust Associates, Inc., (September 1999)

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Figure C-1
Typical Cross-Sections

achievement of the criteria. The performance criteria used for evaluating volumes and capacities on the City street system are based on peak hour intersection data and are summarized in Tables C-2 and C-3. They include both average daily traffic volume criteria for roadway links and peak hour intersection volume criteria.

Table C-2
Circulation System Performance Criteria

Peak Hour Intersection Values

Intersection capacity utilization (ICU) not to exceed 0.90[1]

Saturation flow rate 1,700 vehicles per hour

Clearance interval 0.05 ICU

Traffic Operations "Hot Spot" Analysis

Volume-to-capacity (V/C) ratio not to exceed 1.00

Limited Space Hot Spots

ICU not to exceed 1.00

[1] Except for hot spots designated as "Limited Space Hot Spots" which can have ICU values of up to 1.00.

Source: Austin-Foust Associates, Inc., September 1999.

Table C-3
Capacity by Facility Types

Facility Type	Maximum ADT Volume	Maximum Peak Hour Volume
Primary Arterial (4 lanes divided)	33,800	3,380
Secondary Arterial (4 lanes undivided)	22,500	2,250
Limited Secondary Arterial (2 lanes undivided)	18,000	1,800
Local Arterial (2 lanes undivided)	10,000	1,000

Source: Austin-Foust Associates, Inc., September 1999.

The City of San Juan Capistrano has an intersection capacity utilization (ICU) ratio of 0.90 for peak hour intersection operation impacts. This standard of 0.90 means that an intersection is operating at 90 percent of its capacity. In addition to this ICU analysis, certain areas require a special traffic operations analysis. Those areas are designated as "Traffic Operations Hot Spots" and are locations where the standard ICU procedure does not fully depict the actual traffic characteristics. For traffic operations hot spots the maximum V/C is 1.00. Table C-4 describes traffic flow quality for different ICU ranges. Such criteria are applied consistently for evaluating land use and circulation system changes and impacts.

Table C-4
Peak Hour Level of Service Descriptions

V/C Value	Traffic Flow Quality
Volume/Capacity Relationships[1]	
0-0.60 (A)	Low volumes, high speeds, speeds not restricted by other vehicles, all signal cycles clear with no vehicles waiting through more than one signal cycle.
0.61-0.70 (B)	Operating speeds beginning to be affected by traffic, between one and ten percent of the signal cycles have one or more vehicles that wait through more than one signal cycle during peak traffic periods.
0.71-0.80 (C)	Operating speeds and maneuverability closely controlled by other traffic, between 11 and 30 percent of the signal cycles have vehicles that wait through more than one signal cycle during peak traffic periods, ideal design standards.
0.81-0.90 (D)	Tolerable operating speeds, 31 to 70 percent of the signal cycles have vehicles wait through one signal cycle during peak traffic periods, often used as design standard in urban areas.
0.91-1.00 (E)	Capacity, the maximum traffic volume an intersection can accommodate; restricted speeds, 71 to 100 percent of signal cycles have vehicles wait through more than one signal cycle during peak traffic periods.
Above 1.00 (F)	Long queues of traffic, unstable flow, stoppages of long duration, traffic volume and speeds can drop to zero, traffic volume will be less than the volume that occurs at Level of Service E.
Intersection Delay Relationship[2]	
0-0.60 (A)	Less than 5.0 second delay per vehicle. Progression is extremely favorable and most vehicles arrive during the green phase and do not stop at all.
0.61-0.70 (B)	Delay in the range of 5 to 15 seconds per vehicle. Occurs with good progression and/or short cycle lengths.
0.71-0.80 (C)	Delay in the range between 15 to 25 seconds per vehicle. Fair progression and/or cycle lengths. The number of vehicles stopping at this level is significant, although many pass through the intersection without stopping.
0.81-0.90 (D)	Delay in the range of 25 to 40 seconds per vehicle. The influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long cycle lengths, or high V/C ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. Individual cycle failures are noticeable.
0.91-1.00 (E)	Delay in the range of 40 to 60 seconds per vehicle, the limit of acceptable delay. Poor progression, long cycle lengths and high V/C ratios. Individual cycle failures are frequent occurrences.
Above 1.00 (F)	Delays in excess of 60 seconds per vehicle, considered unacceptable to most drivers. Condition occurs with oversaturation, poor progression and long cycle lengths.

[1] Highway Capacity Manual, 1965.
[2] Highway Capacity Manual, 1985.

Source: Austin- Foust Associates, Inc. August 1999.

Relationship to Land Use

Future traffic volumes and highway capacity needs are directly related to future land use. Table C-5 compares 1999 and planned development identified in the Land Use Element, and summarizes corresponding trip generation. Existing daily trip generation for the Planning Area combined is approximately 252,000 vehicle trips per day. Approximately 34 percent of existing trips is attributed to residential use, with the remaining 66 percent generated by non-residential uses. By the Year 2020, planned land uses will generate approximately 340,000 average daily trips, an increase of 35 percent. The proposed Arterial Highway Plan presented in the next section is designed to accommodate the traffic from planned development.

General Plan Circulation System

The circulation goals and policies emphasize the need for a circulation system capable of serving both existing and future traffic. The location, design and constituent modes of the circulation system have major impacts on air quality, noise, community appearance and other environmental resources. The San Juan Capistrano Arterial Highway Plan depicted in Figure C-2 delineates the planned circulation system including roadway segments with the Primary, Secondary, Limited Secondary and Local Arterial designations. The plan accommodates anticipated traffic levels and the hierarchical roadway classification system is implemented to avoid community impacts. In addition, Table C-6 depicts the long-range roadway improvements that are needed to avoid the roadway and intersection impacts in the Planning Area. These roadway improvements will be funded and implemented through a nexus fee program and a traffic capital improvement program.

As noted in the Land Use Element, the Los Rios Precise Plan addresses the special needs of the historic Los Rios District. Due to the presence of historic structures and narrow streets, where both pedestrians and vehicles share the same travel way, it may be necessary to include closure or partial closure of streets that will implement specific provisions of the adopted Los Rios Precise Plan (Specific Plan).

Relationship with County Master Plan of Arterial Highways

This Circulation Plan uses a set of arterial highway classifications that is generally consistent with the Orange County Master Plan of Arterial Highways(MPAH); however, the City desires to pursue the following changes in the future in cooperation with OCTA for modification of the MPAH to incorporate the following changes:

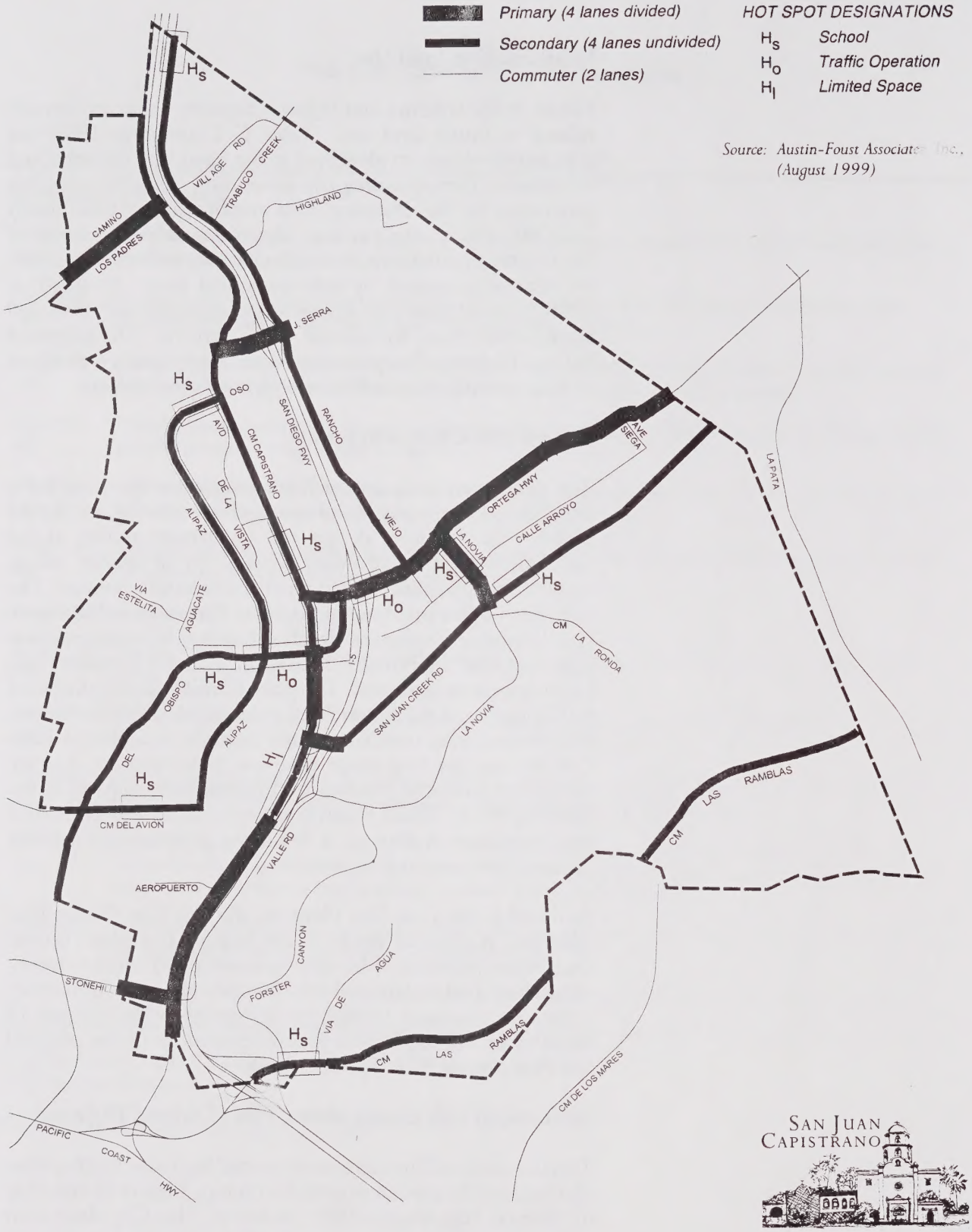

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Figure C-2
Arterial Highway System

Table C-5
Land Use and Trip Generation Summary

	Land Use Category	Units	1999 Amount	1999 ADT	2020 Amount	2020 ADT
Planning Area	Residential	DU	10,158	87,069	14,765	113,641
	Commercial/Office/Industrial	TSF	3,931	135,315	5,825	177,210
	Other	Varies	N/A	29,949	N/A	49,403
	TOTAL			252,333		340,254

Abbreviations: DU = Dwelling Units
TSF = Thousand Square Feet
ADT = Average Daily Traffic

Note: The "Other" land use category refers to public facilities (schools, churches, etc.), and parks.
Source: Austin-Foust Associates

- Designation of certain sections of roadway as "Limited Secondary." This designation involves building two lanes with a median rather than four lanes without a median.

- Deletion of San Juan Creek Road from the MPAH, with no extension to La Pata. The existing section of San Juan Creek Road will be designated as "Local Arterial."

- Deletion of Camino Las Ramblas from the MPAH, with no extension to La Pata. The currently built section of Camino Las Ramblas will be designated as "Local Arterial."

The City acknowledges that this component of the General Plan cannot become effective until the proposed modifications to the MPAH are approved by OCTA.

"Hot Spot" Designations

As depicted in Figure C-2, within the Planning Area, there are special locations that experience unique congestion. Special "hot spot" designations are applied to these selected locations as follows:

H_s School Hot Spot - Locations where the normal operation of an arterial highway would be affected by the presence of a school.

H_O Operations Hot Spot - Sections of roadway where closely spaced intersections or side friction caused by numerous driveways degrade the performance of the roadway compared to its theoretical carrying capacity.

Table C-6
Long-Range Roadway Improvements

Location	Improvements
I. **Roadways** Alipaz Road Del Avion northerly	Widen existing two-lane section to four lanes
Camino Capistrano San Juan Creek Road to Car Wash Oso Road to Junipero Serra Road Junipero Serra northerly	 Widen to four lanes Widen to four lanes Widen to four lanes
Del Obispo Street Aguacante Road to Calle Aspero Alipaz to Paseo Adelanto	 Widen to four lanes Widen bridge
Junipero Serra Road Camino Capistrano to Rancho Viejo Road	 Widen to four lanes
La Novia Avenue Calle Arroyo to San Juan Creek Glen Fed to Valle Road At San Juan Creek	 Widen to four lanes Widen to four lanes Widen bridge
Ortega Highway Via Cordova to east City Limits	 Widen to four lanes
Oso Parkway Alipaz to Camino Capistrano	 Widen to four lanes
Rancho Viejo Road Junipero Serra to s/s Fluidmaster	 Widen to four lanes
San Juan Creek Road I-5 Freeway to La Novia	 Widen to four lanes
Camino Los Padres	Extend to Camino Capistrano
II. **Intersections** 1. Camino Capistrano & Junipero Serra	 2nd NBT 2nd SBL 2nd SBT 2nd WBL Right turn overlap for NBR
4. Camino Capistrano & Del Obispo	Restripe WB movements to 2 WBL, single WBT and shared WBT/WBR
6. Camino Capistrano & I-5 SB Ramps	Change WB lane deployment to WBL, shared WBL/WBR and single WBR
9. Camino Capistrano & Stonehill	2nd NBT Change SB lane deployment to 1 SBL, 1 SBT, shred SBT/SBR and single SBR
14. Alipaz & Del Obispo	Separate SBR 2nd WBL
19. I-5 SB Ramps & Junipero Serra Road	3rd lane on SB off-ramp EB defacto right turn
20. I-5 BN Ramps & Junipero Serra Road	2nd NBL 2nd EBL Restripe WB movements to WBT, shared WBT/WBR and single WBR
23. Rancho Viejo & Junipero Serra Road	2nd NBL Add shared SBT/SBR Change free SB right to separate SBR
24. Rancho Viejo & Oretega Hwy	Separate EBR
27. La Novia & San Juan Creek Road	Separate SBR 2nd WBT WB defacto right turn
28. Valle & San Juan Creek Road	Separate NBL Separate NBR
III. **Special Study Areas** I-5/Oretega Highway interchange Del Obispo Street Alipaz to Camino Capistrano	 Interchange reconstruction Roadway improvements including bridge widening

Source: Austin-Foust Associates, September 1999.

H_S Space Constrained Hot Spot - Intersections or sections of roadway that cannot be improved to their full standard due to limited space (right-of-way, or other constraints).

These hot spot designations require certain analysis and/or imply certain exceptions to the standard V/C criteria. For example, space constrained hot spots (H_S) can reach a V/C of 1.00 (rather than a threshold of 0.90) in recognition of the limitations involved in making physical improvements. School hot spots (H_s) require that traffic impact studies address any special impacts at any affected location.

Truck Routes

San Juan Capistrano experiences a significant amount of truck traffic generated by the Prima Deshecha landfill and commercial and light industrial uses. Truck traffic will increase in future years to support new development. Noise impacts and congestion can be caused by truck traffic in urban areas. To avoid such impacts, truck routes will be designated in the Planning Area through cooperation with the County of Orange Growth Management Areas 9 and 11.

To minimize noise impacts in residential areas, truck routes will be located along arterial roadways. In adopting a set of designated routes for truck traffic traveling through the City, steps will be taken to minimize the amount of truck traffic on arterials in residential areas that are subject to congestion and noise impacts.

Public Transportation and Trails Network

One of the key components of the Circulation Plan is to promote the use of alternative modes such as transit, bicycling, walking and equestrian riding. Increasing the use of alternative transportation modes will produce a number of community benefits including reduced traffic, less need for costly roadway improvement projects and improved air quality. Facilities for biking, walking and equestrian riding provide recreational opportunities as well.

Public bus service is provided by OCTA. An established network of bus routes provides access to employment centers, shopping and recreational areas within the City. OCTA periodically updates a county-wide Bus Service Implementation Program (BSIP) which includes changes to service levels and route configurations. The current routes are shown on Figure C-3 and Table C-7 summarizes the approximate origin and

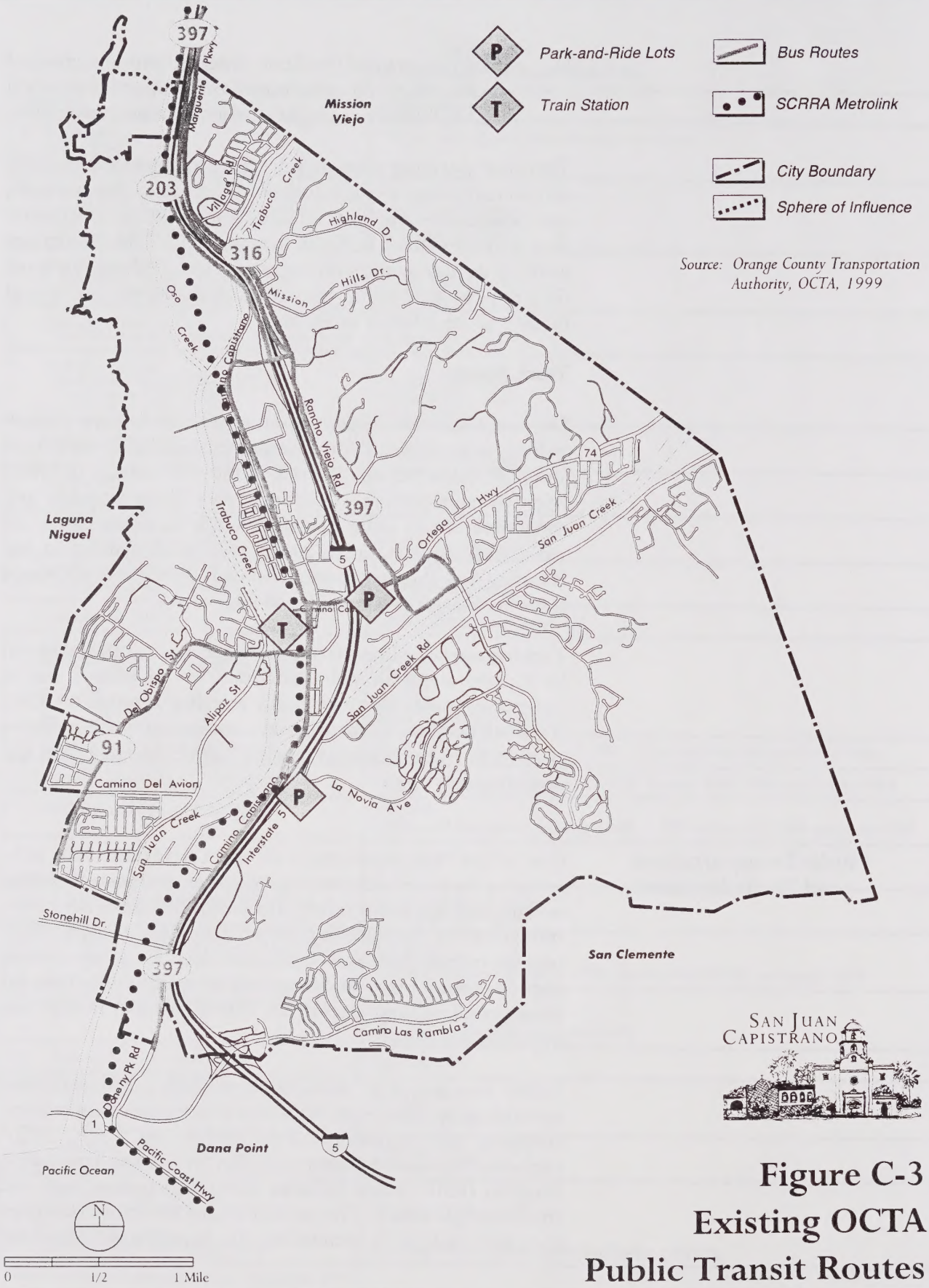


Figure C-3
Existing OCTA Public Transit Routes

Table C-7
OCTA Bus Service through San Juan Capistrano

Line	Origin/Destination
91	Laguna Hills/San Clemente
203	Fullerton/San Juan Capistrano
316	Costa Mesa/San Juan Capistrano
397	Mission Viejo/San Clemente

Source: OCTA Bus Book, 1999.

The City will advocate that the Urban Rail and Metrolink systems serve the transit needs of San Juan Capistrano through continued coordination with OCTA and regional planning forums.

The existing and planned bikeway, hiking and equestrian trail network and classification system is described in detail in the Parks & Recreation Element and depicted on Figure PR-1 in the same element. Enhanced local bicycle, hiking and equestrian linkage is planned. The goal is to link residential areas, schools, parks and commercial centers so that residents can travel within the community without driving.

The City will also continue to enhance the bikeway system as roadway improvements occur. Bikeway system projects will focus on closing the gaps in the existing system, making City bikeways continuous with the regional bikeway system, and eliminating on-street parking in marked bicycle lanes where accepted standards indicate that such parking is not advised. New development projects will be required to include bicycle, hiking and equestrian trails and homeowners associations will be encouraged to construct linkage to adjacent areas where appropriate.

Neighborhood Traffic Safety

One of the major components of the Circulation Plan is the importance of non-vehicular modes of transportation. To increase the number of people using non-automobile means of transportation, there has to be an existing and safe transportation network in place. This network should include crosswalks, grade separations (bridges), and walkways that ensure the safety of pedestrians, bicyclists and equestrian riders.

The City will continue to ensure that sufficient right-of-way widths are provided along roadways, incorporating features that buffer pedestrian, horses and bicyclists from vehicular traffic.

Regional Transportation

San Juan Capistrano and the southern California region have experienced rapid urban growth in the last two decades. The success of existing and future development is in part dependent on the availability of an effective regional transportation system. The system must link localities with outside commerce centers and regional transportation hubs. In addition, the regional circulation system must meet the needs of local residents. San Juan Capistrano is well connected with the regional system.

Interstate 5 bisects the Planning Area and provides connection with other regional freeways in Orange County, San Diego County, Los Angeles County and beyond. The Southern California Regional Rail Authority (SCRRA) railroad extends through the City and is served by a station located in the Historic Town Center.

The Foothill Transportation Corridor (FTC), which is currently under construction, will provide additional freeway access. Once completed, the FTC will travel to the east of the City limits and provide new regional access for residents and businesses in the Planning Area. As a result, some local transportation patterns may change as some traffic using Interstate 5 is redirected towards the FTC.

Many roadways in the planing area serve regional transportation purposes and are part of the Orange County Master Plan of Arterial Highways (MPAH). Because development in the Planning Area could affect operation of MPAH roadways, improvements will be required.

Ensuring adequate circulation for residents and businesses will require coordination with regional and state transportation planning efforts. Roadways within the Planning Area will be improved in accordance with the MPAH. Construction of the FTC and improvements to Interstate 5 will be monitored to ensure adequate capacity and consistency with planned circulation improvements in the Planning Area. In addition, Measure M requirements will be implemented in the Planning Area to further control traffic. Application of Measure M requirements is specifically addressed in the Growth Management Element of this General Plan.

Transportation System and Demand Management

The efficiency of the circulation system will be maximized with transportation system management (TSM) and transportation demand management (TDM) strategies. TSM involves physical improvements to the circulation infrastructure to expand capacity and increase traffic flow while TDM involves reducing the demand for vehicular transportation. In addition to enhancing the operation of the circulation system, TSM and TDM strategies provide relief from increasing demands for more improvements to transportation facilities.

Traffic signal coordination and intersection capacity improvements will be implemented as needed to improve traffic flow.

Traffic fees for traffic impacts of new development will be collected according to established local and regional fee programs. The City will support the implementation of the employer TDM provisions of the South Coast Air Quality Management District Air Quality Management Plan and participate in regional efforts to implement TDM requirements. Programs to increase transit ridership and use of non-vehicular transportation such as walking and bicycling will be actively pursued.

Transportation Financing

Implementing circulation improvements to accommodate planned growth will require financing. Funding for transportation improvements is available from several local, state and federal sources. The City will identify available funding sources and establish a Development Mitigation Program, Comprehensive Phasing Program, Performance Monitoring Program and Capital Improvement Program to guide construction and funding of transportation system improvements.

The standards and programs required to qualify for revenue from the Congestion Management Plan and Measure M will be applied in the Planning Area. Circulation improvements to accommodate new development projects will be constructed and/or funded by project proponents. Fees will be collected for traffic impacts of new development in accordance with established fee programs.

San Juan Capistrano

General Plan

Safety Element

Table of Contents

List of Tables

List of Figures

Introduction

Natural events such as flooding, landslides and earthquakes can endanger human life and property, while hazardous material use and other human activities can impact community safety. The Safety Element establishes goals, policies and a plan to assure that there is an adequate, coordinated and expedient response to public safety concerns.

Purpose of the Safety Element

The purpose of the Safety Element is to identify and address those features or characteristics existing in or near the City which represent a potential hazard to the community's citizens, sites and structures, public facilities and infrastructure. The Safety Element establishes policies to minimize the danger to residents, workers and visitors while identifying actions needed to manage crisis situations such as earthquakes, fires and floods. Additionally, the Safety Element contains specific policies and programs to regulate existing and proposed development in hazard-prone areas. Continuing education of City officials and citizens about emergency preparedness is also addressed.

Scope and Content of the Safety Element

The Safety Element satisfies the requirements of state planning law and is a mandated component of the General Plan. Government Code section 65302(g) sets forth a list of hazards that the Element must cover, if they pertain to conditions in the City. These hazards are:

- Seismically induced conditions including ground shaking, surface rupture, ground failure, tsunami, and seiche;
- Slope instability leading to mudslides and landslides;
- Subsidence and other geologic hazards;
- Flooding;
- Wildland and urban fires; and
- Evacuation routes.

State law also permits communities to add safety issues to this list. Additional potential safety issues which were added include:

- Hazardous materials; and
- Nuclear hazards from the San Onofre Nuclear Generating Station.

The Safety Element contains three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Safety Plan. In the Issues, Goals and Policies section, major issues pertaining to hazardous conditions and safety are identified, and related goals and policies are established.

The goals are overall statements of the City's desires and consist of broad statements of purpose and direction. The policies serve as guidelines for reducing the risk associated with natural and human activity hazards. The polices also serve to direct and maximize community emergency preparedness. The Plan explains how the goals and policies will be achieved and implemented. Specific action programs for the Safety Element are contained in the General Plan Implementation Program as an appendix to the General Plan.

Related Plans and Programs

There are a number of existing plans and programs that directly relate to the goals of the Safety Element. These plans and programs have been enacted through state and local legislation and are administered by agencies with powers to enforce state and local laws.

California Environmental Quality Act (CEQA) and Guidelines

The California Environmental Quality Act was adopted by the state legislature in response to a public mandate for a thorough environmental analysis of projects that might adversely affect the environment. The provisions of the law, review procedure and any subsequent analysis are described in the CEQA Statutes and Guidelines as amended in 1998. Safety hazards are recognized as environmental impacts under CEQA. Continued implementation of CEQA will ensure that City officials and the general public have information describing assessment and mitigation of potentially significant safety impacts associated with private and public development projects.

Seismic Hazards Mapping Act

Pursuant to the Seismic Hazards Mapping Act, the state Geologist compiles maps identifying seismic hazard zones. Development in seismic hazard areas is subject to policies and criteria established by the State Mining and Geology Board. Additionally, approval of development on a site within a seismic

hazard area requires the preparation of a geotechnical report and local agency consideration of the policies and criteria set forth by the State Mining and Geology Board (Public Resources Code Section 2690 et. seq.).

Alquist-Priolo Earthquake Fault Zoning Act

The Alquist-Priolo Earthquake Fault Zoning Act requires the state Geologist to identify earthquake fault zones along traces of both recently and potentially active major faults. Cities and counties that contain such zones, must inform the public regarding the location of these zones, which are usually one-quarter mile or less in width. Proposed development plans within these earthquake fault zones must be accompanied by a geotechnical report prepared by a qualified geologist describing the likelihood of surface rupture.

Landslide Hazard Identification Program

The Landslide Hazard Identification Program requires the state Geologist to prepare maps of landslide hazards within urbanizing areas. According to Public Resources Code Section 2687 (a), public agencies are encouraged to use these maps for land use planning and for decisions regarding building, grading and development permits.

Cobey-Alquist Floodplain Management Act

The Cobey-Alquist Floodplain Management Act encourages local governments to plan, adopt and enforce land use regulations for floodplain management, in order to protect people and property from flooding hazards. This act also identifies requirements which jurisdictions must meet in order to receive state financial assistance for flood control.

National Flood Insurance Administration Program (NFIP)

San Juan Capistrano participates in the National Flood Insurance Program (NFIA), which is administered by the Federal Emergency Management Agency (FEMA). The NFIP program provides federal flood insurance and federally financed loans for property owners in flood prone areas. To qualify for federal flood insurance, the City must identify flood hazard areas and implement a system of protective controls. The Floodplain Management Element and Safety Element fulfill these requirements.

County of Orange General Plan Safety Element

The County of Orange General Plan Safety Element contains a comprehensive inventory of hazards impacting persons and property in the unincorporated portion of the City's planning area. Specific subjects include crime, fire, hazardous materials, flooding and aircraft operations. The element guides and directs local government decisions regarding safety matters and coordinates regional, state and federal policies and programs. The unincorporated portion of the San Juan Capistrano planning area is subject to the County Safety Element.

Hazardous Materials Area Plan

The Orange County Fire Authority, which responds to all hazardous or toxic spill incidents in San Juan Capistrano has adopted a Hazardous Materials Area Plan. The Plan guides all emergency response procedures for hazardous materials incidents. All facilities and personnel of the County and affected cities are organized into the Plan to effectively respond to hazardous materials emergencies. Hazardous materials and emergency preparedness are discussed in the Safety Element.

Hazardous Waste Management Plan

The Orange County Hazardous Waste Management Plan was adopted in January 1989. The Plan provides basic overall policy direction to address current and future hazardous waste management issues. All facilities and personnel of the County and affected cities are organized in the plan to effectively respond to hazardous materials emergencies. Hazardous materials and emergency preparedness are both discussed in the Safety Element.

San Onofre Nuclear Generating Station (SONGS)

The San Onofre Nuclear Generating Station (SONGS) is located near the southern boundary of Orange County. The federal and state governments have created three levels of emergency zones surrounding nuclear facilities:

- Emergency Planning Zone: San Juan Capistrano is located within this zone. Planning efforts within this zone include emergency sheltering and evacuation;

- Public Education Zone: Education programs are focused on in this zone to ensure that residents are prepared for any problems associated with the facility; and

- Ingestion Pathway Zone: The purpose of this zone is to avoid the accidental ingestion of deposited radioactive materials by humans and livestock.

Southern California Edison, which operates SONGS, will provide notification to all affected jurisdictions within 15 minutes of declaration of any emergency. At that point, the City will follow procedures established in the Emergency Preparedness Plan (described below).

City of San Juan Capistrano Emergency Preparedness Plan

The City has its own Emergency Preparedness Plan which was prepared using the standarized Emergency Management System format (SEMS). This plan identifies evacuation routes, emergency facilities, and City personnel and equipment available to effectively deal with emergency situations. An integral component of this element is emergency preparedness planning.

City of San Juan Capistrano Codes

The City has adopted the 1997 Uniform Building Code, 1997 Uniform Mechanical Code, 1997 Uniform Fire Code and the 1997 National Electrical Code which contain structural requirements for existing and new buildings. The codes are designed to insure structural integrity during seismic and other hazardous events and prevent personal injury, loss of life and substantial property damage. To protect public safety, planned development in San Juan Capistrano is subject to these structural codes.

Relationship to Other General Plan Elements

The Safety Element must be consistent with the other General Plan elements. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation plans and programs, and achievement of community goals. The Safety Element relates most closely to the Land Use, Circulation, and Floodplain Management Elements.

Policies and plans in the Safety Element are designed to protect existing and planned land uses identified in the Land Use Element from public safety hazards. Potential hazards are identified in the Safety Element, and action programs are established to avoid or mitigate public safety impacts from

planned development. Concurrently, the Land Use Element contains policies to ensure that environmental conditions, including hazards are considered in all land use decisions. The distribution of residential and other sensitive land uses on the Land Use Policy Map is designed to avoid areas where hazardous conditions have been identified.

Evacuation routes which utilize the circulation system in the City of San Juan Capistrano are also described in the Safety Element. The provision of viable evacuation routes within the City is inextricably linked to the existing and planned circulation system within the Circulation Element.

The Safety Element is also directly related to the Floodplain Management Element which contains plans, policies, and programs related to reduction of flooding hazards within the City.

Issues, Goals, and Policies

Certain natural conditions and human activities in San Juan Capistrano create risks to individuals and properties within the community. Excessive risk from such hazards can be reduced or avoided through implementation of the Safety Element.

Three major issues are addressed by the goals, policies and plan of the Safety Element. These major issues include: 1) reducing risk from natural hazardous conditions; 2) reducing risks from hazards associated with human activities; and 3) preparing for emergency situations. Each issue and the related goals and policies are included in this section of the Element.

Natural Hazards

Due to its geographic location in a seismically active region and the location of floodplains and hillsides within the City, San Juan Capistrano is subject to several types of natural hazards such as seismic activity, liquefaction, flooding, wildfires, landslides, and erosion. This risk of exposure can be reduced through appropriate land use planning, development engineering, and building construction practices. Existing structures, especially older buildings and any remaining unreinforced buildings in the town center may require retrofitting to be able to withstand seismic hazards.

Safety Goal 1: Reduce the risk to the community from hazards related to geologic conditions, seismic activity, wildfires, structural fires and flooding.

Policy 1.1: Reduce the risk of impacts from geologic and seismic hazards by applying proper development engineering, building construction, and retrofitting requirements.

Policy 1.2: Protect the community from flooding hazards by providing and maintaining flood control facilities and limiting development within the floodplain.

Policy 1.3: Reduce the risk of wildfire hazards by requiring fire retardant landscaping and project design for development located in areas of high wildfire risk.

Policy 1.4: Reduce the risk of fire to the community by coordinating with the Orange County Fire Authority.

Policy 1.5: All residential projects with more than 48 units should be required to provide a secondary access to the project

site. The secondary access may be designated as emergency access only.

Human Activity Hazards

San Juan Capistrano is subject to many of the same human-related hazardous conditions that are encountered in any community. Certain human activities such as flying, use of cars and other gasoline powered vehicles, nuclear power production, use of hazardous or toxic materials, and the use of combustibles expose the population of San Juan Capistrano to risk. The risk of exposure to these hazards can be reduced to acceptable levels through proper planning and regulation of human activity.

Safety Goal 2: Protect the community from hazards related to air pollution, nuclear power production, hazardous materials, and ground transportation.

Policy 2.1: Work with responsible federal, state and county agencies to decrease air pollution emissions occurring within the air basin to reduce the risk posed by air pollution.

Policy 2.2: Coordinate with federal and state agencies and Southern California Edison to reduce the risks related to nuclear power production.

Policy 2.3: Cooperate with responsible federal, state, and county agencies to minimize the risk to the community from the use and transportation of hazardous materials through the City.

Policy 2.4: Reduce the per capita production of household hazardous waste in San Juan Capistrano in concert with the County of Orange plans for reducing hazardous waste.

Policy 2.5: Reduce the risk from ground transportation hazards, such as rail and roadway systems.

Residents, businesses and visitors to San Juan Capistrano are at times exposed to criminal activity. The risk of exposure to criminal activity can be reduced through proper planning, education methods and regulation of human activity.

Safety Goal 3: Protect citizens and businesses from criminal activity.

Policy 3.1: Coordinate with the Orange County Sheriff's Department to reduce the risk of criminal activity.

Policy 3.2: Apply design techniques and standards aimed at reducing criminal activity to new development and redevelopment.

Policy 3.3: Promote after school programs, volunteer programs and Neighborhood Watch programs to reduce the risk of criminal activity.

Policy 3.4: Improve public awareness of both the responsiveness of the Orange County Sheriff's Department and ways to reduce criminal activity within the City.

Emergency Preparedness

Major emergencies occur periodically in all communities. Proper preparation for emergencies is an essential action to minimize the disruption, person injury, and property damage associated with such events. Preventative measures and preparatory responses before an emergency occurs will hasten recovery from these emergencies.

Safety Goal 4: Improve the ability of the City to respond effectively to natural and human-caused emergencies.

Policy 4.1: Support the development of local preparedness plans and multi-jurisdictional cooperation and communication for emergency situations consistent with the Standardized Emergency Management System (SEMS).

Policy 4.2: Educate residents and businesses regarding appropriate actions to safeguard life and property during and immediately after emergencies.

Related Goals and Policies

The goals and policies described in the Safety Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Safety Element. These supporting goals and policies are identified in Table S-1.

Table S-1
Related Goals and Policies by Element

General Plan Elements	Safety Issue Area		
	Natural Hazards	Human Activity	Emergency Preparedness
Land Use	3.1, 3.2, 4.1		
Housing			
Circulation		4.1, 4.2, 4.3	
Safety			
Conservation & Open Space	4.1		
Noise			
Cultural Resources			
Community Design			
Growth Management			
Parks & Recreation			
Public Services & Utilities	2.1, 2.2	1.1, 1.2	1.1, 1.2, 2.1, 2.2
Floodplain Management	1.1, 1.2, 1.3, 1.4		

Safety Plan

As in all communities, natural conditions and human activities occur in San Juan Capistrano which have an effect on the quality of life of its residents. Reducing the risks associated with natural hazards and human activities, as well as being prepared for emergency situations, is essential for creating an attractive and healthy environment for residents and businesses within the City. The City can minimize hazards and protect public health and private property through proper prevention and emergency preparedness planning.

This section of the Safety Element identifies the City's approach for reducing potential hazards from natural conditions and human activities. Geologic conditions, seismic activity, flooding and wildfires are considered natural hazards. Human activity hazards include air pollution, the use and transport of hazardous materials, ground transportation, structural fires and crime. The Plan is based on goals and policies identified in the previous section of this element. The Safety Element Implementation Program is an extension of the Safety Plan and contains specific actions that the City will take to protect the welfare of the community.

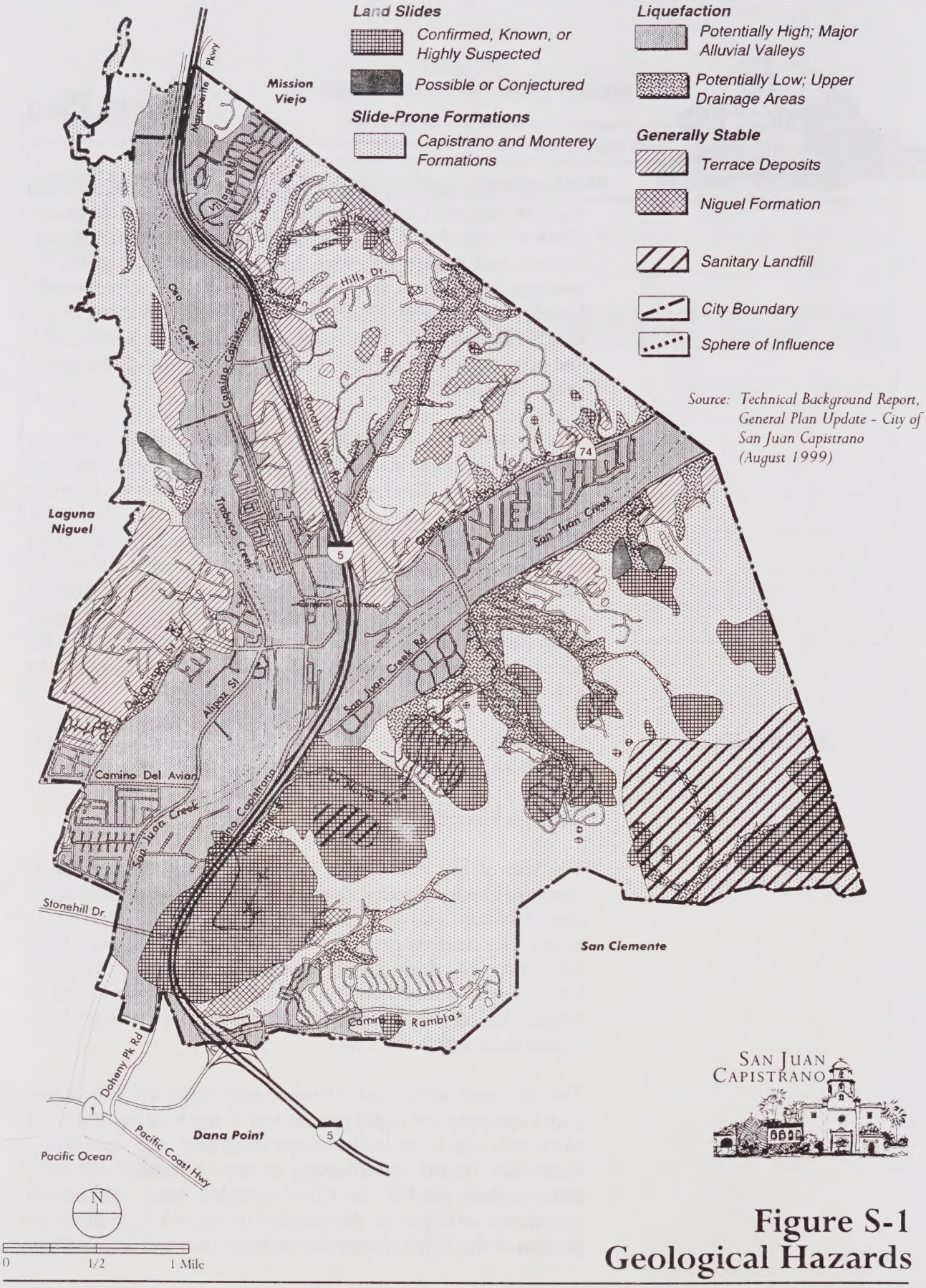
Natural Hazards

Natural hazards addressed in the Safety Plan include geologic conditions, seismic activity, flooding and wildfires.

Geologic Hazards

The City of San Juan Capistrano is located in the foothills of southern Orange County, near the southeastern tip of the Santa Ana Mountains and south of the San Joaquin Hills. The terrain of the City consists predominately of gently to steeply rolling hills containing deep-cut canyons and gullies. More than 600 feet of vertical relief is present within the planning area, and, as a result, landsliding and debris flows are the dominant geologic hazard risks within the City.

The abundant shales and siltstones underlying the hills of San Juan Capistrano are highly porous and do not hold together well when wet, which can lead to slope instability and landslides. Secondary factors contributing to slope instability and landslides include rainfall, the City's complex water distribution system and earthquakes. As indicated in Figure S-1, a significant portion of the City is vulnerable to landslides and liquefaction.



SAN JUAN CAPISTRANO

Figure S-1
Geological Hazards

The City will continue to implement its Hillside Management District ordinance, building and grading codes and technical guidelines for soil and geology reports to reduce risk associated with slope instability.

Debris flows can occur rapidly and without warning during periods of exceptionally high rainfall. Although rockfall hazards are low in the City, mudflows are more likely to occur. Due to the predominant underlying geologic formations and topography, a significant portion of the City is susceptible to mud debris flows. The risk of debris flow hazard is thus considered high in San Juan Capistrano.

The relatively significant amounts of clay present in the underlying bedrock of the Capistrano and Monterey formations in San Juan Capistrano also pose an expansive soils hazard. Soils derived from these formations are considered moderately to highly expansive. When bedrock from these units are used as fill material during grading for construction, differences in the rate of settlement and expansion will likely result in damage to structures. The City will continue to implement building and grading codes and technical guidelines for soil and geology to reduce expansive soils hazards.

Seismic Hazards

The City of San Juan Capistrano is located in a region with active seismic faults and is therefore subject to risk of hazards associated with earthquakes. Seismic activity poses two types of hazards: primary and secondary. Primary hazards include ground rupture, ground shaking, ground displacement, and subsidence and uplift from earth movement. Primary hazards can induce secondary hazards including ground failure (lurch cracking, lateral spreading, and slope failure), liquefaction, water waves (tsunamis and seiches), movement on nearby faults (sympathetic fault movement), dam failure and fires.

No known active seismic faults traverse San Juan Capistrano. Consequently, the potential for ground rupture is low and no Alquist-Priolo Earthquake Fault Zoning has been established by the state. However, the City is located within 50 miles of several known potential sources of strong seismic shaking, including the offshore segment of the Newport-Inglewood fault system located approximately six miles west of the City and the San Andreas fault system located approximately 50 miles east of the City. The Newport-Inglewood fault is considered an active fault requiring that special near-source factors be incorporated

into buildings developed within 10 kilometers (6.2 miles) of the fault. As depicted on Figure S-2, the Uniform Building Code requires that most of the southwestern portion of the City incorporate near-source factors into the design of new buildings. Other faults located within 50 miles of the City include the offshore Palos Verdes fault, the Elsinore fault, the Whittier fault and the San Jacinto fault. A major earthquake associated with any of these faults could result in moderate to severe groundshaking in San Juan Capistrano. Damage to buildings and infrastructure could be expected as a result of groundshaking during a seismic event.

Damage from earthquakes is most often the result of liquefaction. Liquefaction occurs primarily in areas of recently deposited sands and silts and in areas of high groundwater levels. Poorly consolidated sediment and high groundwater levels occur most frequently in creekbeds and floodplains. As depicted in Figure S-2, a significant area of the City is vulnerable to liquefaction in an earthquake. The potential for liquefaction is particularly high in the floodways located downstream of the confluence of San Juan Creek and Trabuco Creek.

Large scale landslides, as well as rockfalls, are relatively common events in major earthquakes. Unstable slopes are located throughout the City. Figure S-2 depicts slope regions that have confirmed, known or highly suspected landslides. While those hillside regions depicted in Figure S-2 are considered the most vulnerable to failure during a significant earthquake, almost all hillside regions of the City are vulnerable.

The City is protected from sea waves (tsunamis) due to its inland location. However, the City's tanks, reservoirs, lakes and swimming pools are enclosed bodies of water that are subject to potentially damaging oscillation, or seiches during earthquakes. The hazard is dependent upon specific earthquake parameters, and the degree of damage due to seiches is likely to be minor.

Most loss of life and injuries that occur during an earthquake are related to the collapse of buildings and structures. A large percentage of the structures in the Historic District are unreinforced masonry buildings, adobe, and pre-1973 concrete tilt-up buildings that were built prior to improved building codes; all of these buildings except pre 1973 tilt-up buildings have not been upgraded to current building code standards. These buildings could be subject to severe damage in an earthquake. The geologic hazards noted above, combined with

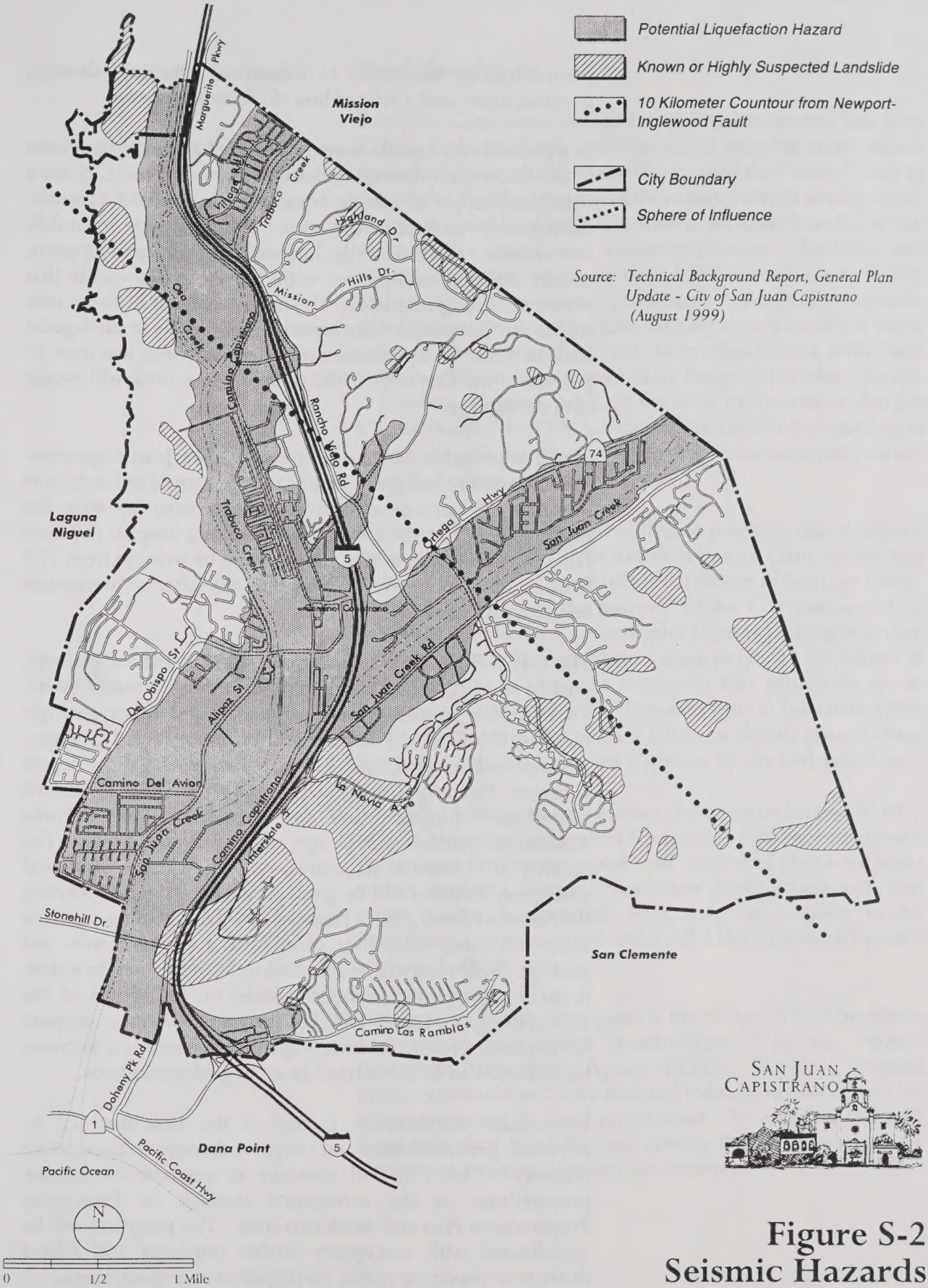


Figure S-2
Seismic Hazards

groundshaking can result in substantial structural damage, personal injury and a related loss of life and property.

In a probable earthquake scenario, nearly half of the structures in the City would remain undamaged; however, the City has a significant supply of mobile homes that are subject to severe damage as a result of earthquakes. Severe damage to mobile homes often results from the homes falling off their supports, usually severing utility lines with the steep jackstands that penetrate through the floor. The close proximity of these units within the City makes them especially vulnerable to earthquake induced fires. In a probable earthquake scenario, less than 10 percent of the City's pre-1980 mobile home stock will escape with no damage.

Under a probable earthquake scenario, San Juan Capistrano schools, and fire and police stations are estimated to function at less than 20 percent of normal capacity one day after the earthquake. Capacity of the area's acute care hospital (Mission Hills Community Medical Center) would be reduced from 175 beds to approximately 50 beds one day after a "maximum credible earthquake."

The City will continue to enact programs to reduce geologic, seismic and structural hazards in order to protect public safety. To minimize hazards from earthquakes and other geologic hazards, the City will implement the most recent geologic, seismic, and structural guidelines including the most recent Uniform Building Code, and the City's Seismic Hazard Mitigation Ordinance and the American Water Works Association Standard for Design of Steel Water Tanks. The stability of residential structures, critical structures and vital emergency facilities will be given particular attention. During the review of development proposals involving grading, unstable soils, and other hazardous conditions, surveys of soils and geologic conditions will be required to be performed by a state licensed engineering geologist. Based on the results of the survey, design measures will be incorporated into projects to minimize geologic hazards. Open space easements to create buffers will also be considered to avoid geologic hazards.

Earthquake preparedness is one of the best methods to minimize personal injury and property damage and accelerate recovery. The City will continue to promote earthquake preparedness in the community through its Emergency Preparedness Plan and mock exercises. The programs will be coordinated with emergency service providers and school districts to maximize public participation and effectiveness.

Flood Hazards

San Juan Capistrano contains three major creeks, San Juan Creek, Trabuco Creek and Oso Creek carrying water runoff from the hills northeast of the City toward the Pacific Ocean in the south. Floods along any of these major creeks are expected. Floods in residential areas are considered hazardous due to the potential for injury and property damage. Business and commercial activities can be impeded by floods due to facility damage and access related problems. Although considerable development has occurred near the City's creeks over the years, most of the creeks have not been channelized with hard concrete sides or bottoms which are designed to reduce the risk of flooding. Figure S-3 depicts the flood prone areas within the City as mapped by FEMA. This figure depicts the inundation areas for a 100-year flood; a flood of this size has a one percent chance of occurring in a given year.

Portions of the City are also subject to potential risk of hazards associated with failure of the Trampas Canyon Dam, located two miles east of the City limits within a tributary of San Juan Creek. Figure S-4 illustrates the portions of the City that would be subject to inundation if a catastrophic failure of this earthen dam were to occur. The inundation areas projected for failure of Trampas Canyon Dam are similar to that projected by the hypothetical 100-year flood. However, east of Interstate 5, the area of inundation due to dam failure is slightly greater along San Juan Creek than the area impacted by the 100-year flood.

The City of San Juan Capistrano is required by Section 8589.5 of the California Government Code to have in place emergency procedures for the evacuation and control of populated areas within the limits of inundation below dams. In addition, real estate disclosure upon sale or transfer of property in the inundation area is required under AB 1195 Chapter 65 passed on June 9, 1998.

San Juan Capistrano participates in the National Flood Insurance Program (NFIP), which is administered by the Federal Emergency Management Agency (FEMA). The NFIA program provides federal flood insurance and federally financed loans for property owners in flood prone areas. To qualify for federal flood insurance, the City must identify flood hazard areas and implement a system of protective controls.

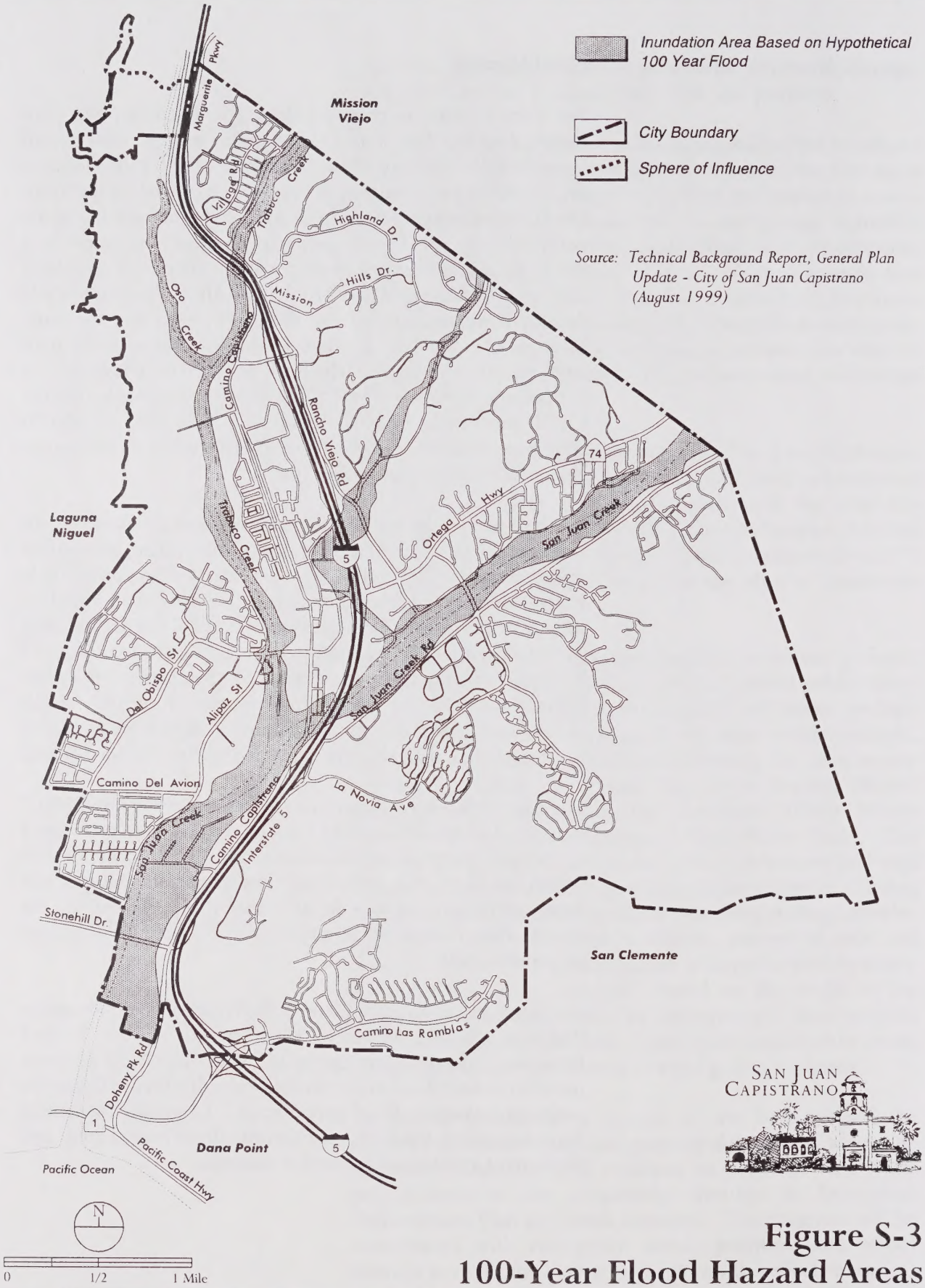
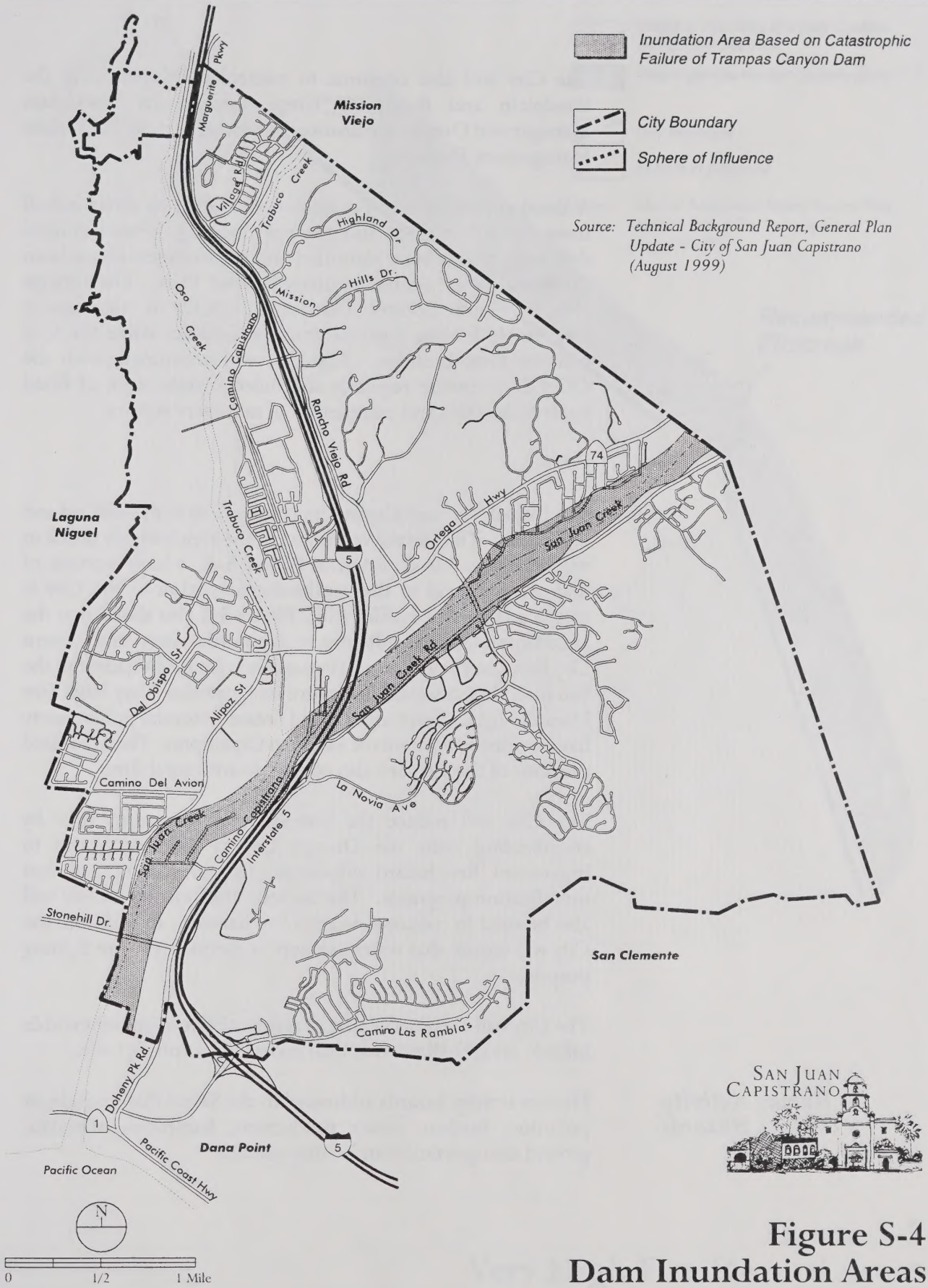


Figure S-3
100-Year Flood Hazard Areas



SAN JUAN CAPISTRANO

Figure S-4
Dam Inundation Areas

The City will also continue to control development in the floodplain and floodplain fringe through its Floodplain Management Overlay Ordinance as discussed in the Floodplain Management Element.

A flood control system has been constructed to direct runoff from developed areas and prevent flooding. Flood control deficiencies have been identified and improvements have been proposed in the Storm Drainage Master Plan. The Orange County Flood Control District (OCFCD) is the agency responsible for the regional drainage facilities while the City controls local facilities. The City will coordinate with the OCFCD to ensure regularly scheduled maintenance of flood control channels and completion of necessary repairs.

Fires

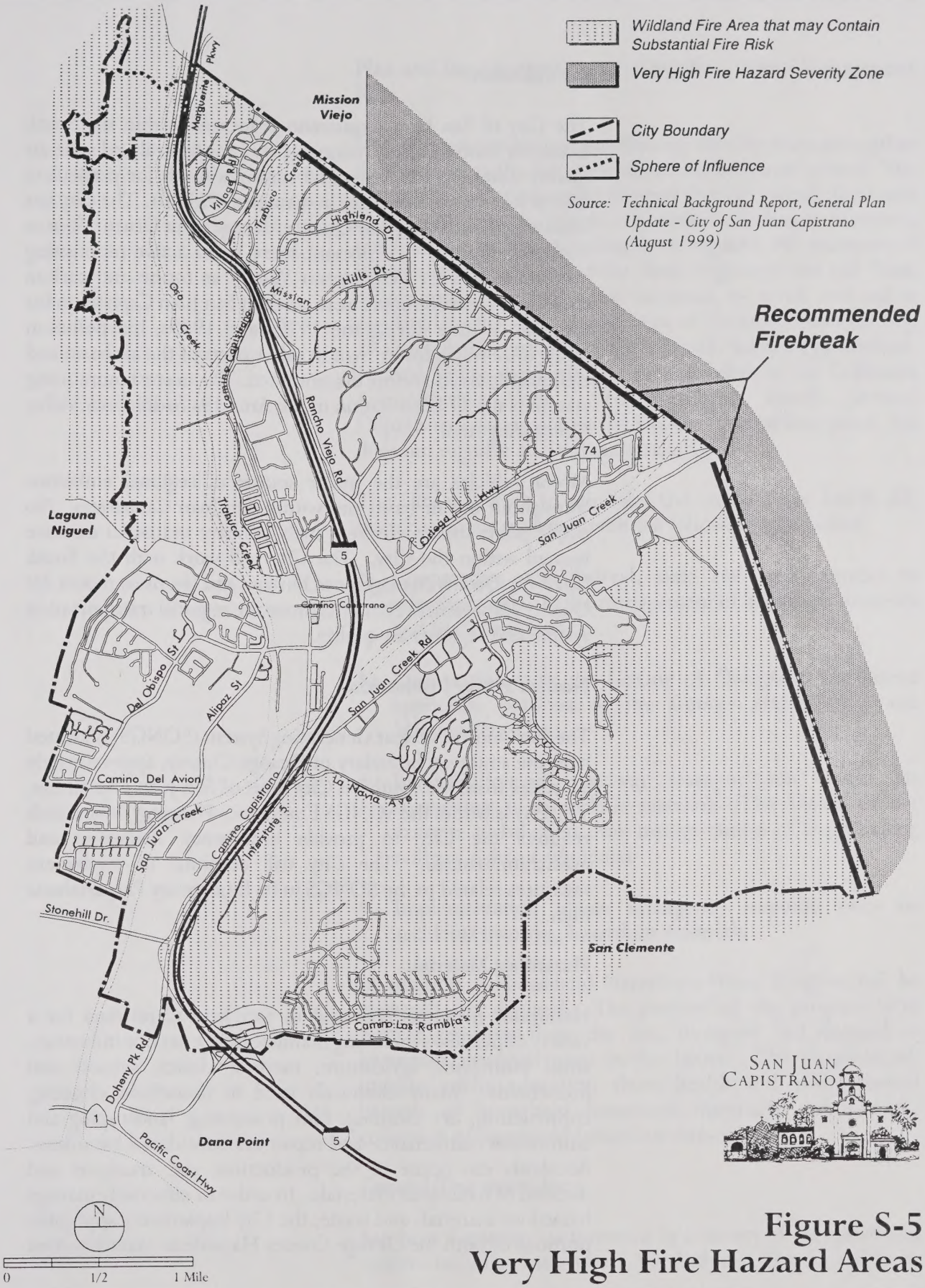
The City of San Juan Capistrano is subject to both wildland and urban fires. The natural vegetation in the area is highly prone to wildland fire. As depicted in Figure S-5, a large portion of undeveloped land in the southeastern portion of the City is within a High Fire Hazard Area. Figure S-5 also shows that the unincorporated land adjacent to the northeastern and eastern City limit, and a portion of Mission Viejo located adjacent to the San Juan Capistrano boundary are designated as Very High Fire Hazard Areas. These areas could create potential public safety hazards for the residents of San Juan Capistrano. The urbanized portions of the City are also subject to structural fires.

The City will reduce the potential for dangerous fires by coordinating with the Orange County Fire Authority to implement fire hazard education, fire protection and fuel modification programs. The current Uniform Fire Code will also be used to reduce structural fire hazards. In addition, the City will ensure that water pressure is adequate for fire fighting purposes.

The City will also ensure that all residential development within hillside areas shall provide dual access to the project site.

Human Activity Hazards

Human activity hazards addressed in the Safety Plan include air pollution, nuclear power production, hazardous materials, ground transportation and crime control.



SAN JUAN CAPISTRANO

Figure S-5
Very High Fire Hazard Areas

Air Pollution

The City of San Juan Capistrano is located within the South Coast Air Basin, a non-attainment area for federal and state air quality standards for ozone and state standards for particulate matter less than ten microns in diameter (PM 10). The City lies within the South Coast Air Quality Management District Source Receptor Area 21. At present there is no active monitoring station in Area 21 (Capistrano Valley) as ozone and carbon monoxide measurements were made at San Juan Capistrano for a period of time during the 1970s and 1980s, but pollution levels were much lower than in other parts of the air basin and monitoring was therefore discontinued. The nearest monitoring station is the El Toro station in the Area 19- Saddleback Valley Monitoring Area.

Motor vehicles are the major source of regional emissions throughout the air basin and within San Juan Capistrano. No major point source emitters such as heavy industrial uses are located within the City. The City will work with the South Coast Air Quality Management District and the most recent Air Quality Management Plan to improve the regional transportation system and regional air quality.

Nuclear Power Production

The San Onofre Nuclear Generating System (SONGS) is located near the southern boundary of Orange County, approximately 10 miles from the southern City limit of San Juan Capistrano. The City is within the SONGS Emergency Planning Zone which requires the City to provide emergency sheltering and evacuation routes. The City will continue to implement measures related to the SONGS in its Emergency Preparedness Plan.

Hazardous Materials

Hazardous materials are used in San Juan Capistrano for a variety of purposes including manufacturing, service industries, small businesses, agriculture, medical clinics, schools and households. Many chemicals used in household cleaning, construction, dry cleaning, film processing, landscaping and automotive maintenance and repair are considered hazardous. Accidents can occur in the production, use, transport and disposal of hazardous materials. In order to effectively manage hazardous materials and waste, the City implements applicable portions of both the Orange County Hazardous Materials Area

Plan and the Orange County Hazardous Waste Management Plan.

Hazardous materials also pass through the City in route to other destinations via the freeway, rail and surface street system. The major transportation routes through the City include Interstate 5, and the Atchison, Topeka and Santa Fe Railroad. However, the City has no direct authority to regulate the transport of hazardous materials on these State highways and rail lines. Transportation of hazardous materials by truck and rail is regulated by the U.S. Department of Transportation (DOT). DOT regulations establish criteria for safe handling procedures. Federal Safety standards are also included in the California Administrative Code. The California Health Services Department also regulates the haulers of hazardous waste, but does not regulate all hazardous materials.

The City will work to minimize the accident and health risk from hazardous materials with the following approaches:

- Cooperation with federal, state and local agencies to effectively regulate the management of hazardous materials and hazardous waste;
- Cooperation with the County of Orange to implement applicable portions of the County Hazardous Waste Management Plan;
- Identification of roadway transportation routes for conveyance of hazardous materials (The City does not exercise jurisdiction over transportation of freight along railroad right-of-way); and
- Implementation of an emergency response plan for accidents involving hazardous materials.

In addition, a Household Hazardous Waste Program will be prepared and adopted. The purpose of the program is to protect residents from the use, transport and disposal of hazardous materials used in the home. The program will include public education about health and environmental hazards of household hazardous materials, and periodic collection of household hazardous wastes.

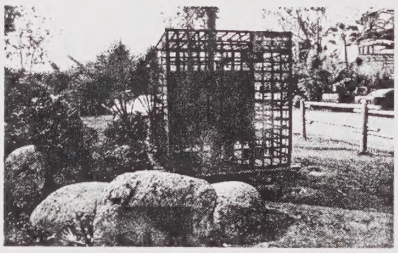
Ground Transportation

San Juan Capistrano is traversed by a variety of transportation systems including Interstate 5, the Atchison, Topeka and Santa

Fe Railroad and major arterials and roadways. The Orange County Transit Authority (OCTA) transit system provides bus service. The preponderance of ground transportation systems is an asset to local economic development but poses several potential hazards including automobile accidents, rail accidents and pedestrian and bicycling accidents. The risk of accidents can be reduced by properly maintaining the transportation system infrastructure and correcting deficiencies. The City will work with the Orange County Sheriff's Department and the California Highway Patrol to monitor the ground transportation system for hazardous conditions. When safety problems are identified, the City will request the appropriate agency, (i.e., Caltrans, OCTA, SCRRA or the City Public Works Department) to take corrective measures. The City will also continue to implement signal preemption devices at certain intersections within the City to reduce the risk of vehicular accidents and reduce fire service response time to emergencies.

Crime Control

Criminal activity in San Juan Capistrano is lower than in some other parts of Orange County, and has decreased in actual numbers during recent years even as more people have moved into the City. Burglary and petty theft are the most frequent crimes. The frequency of violent crimes such as homicide, rape and robbery, is relatively low. Protecting citizens and businesses from criminal activity is a priority in San Juan Capistrano. Crime prevention techniques include substantive levels of police protection, education of the public about methods to reduce criminal activity and implementation of a graffiti removal program.



Police protection is provided by the Orange County Sheriff's Department. The City will ensure that contracted staffing levels correspond to the City population and needs, and will monitor mutual aid agreements between the Orange County Sheriff's Department and the police departments of surrounding jurisdictions. Crime prevention programs will be implemented through Neighborhood Watch for both residential and business communities in conjunction with the Sheriff's Department. When property owners present development proposals, the City will encourage the use of defensible space and lighting concepts to deter on-site crime. Crime control techniques can also be built into new development projects.

Emergency Preparedness

Local Emergency Preparedness Plans serve as extensions of the California Emergency Plan and the Emergency Resource Management Plan. The purpose of the Emergency Preparedness

Plan is to respond to emergency situations with a coordinated system of emergency service providers and facilities.

The City of San Juan Capistrano will maintain its emergency preparedness plan. The plan identifies resources available for emergency response and establishes coordinated action plans for specific emergency situations and disasters including earthquake, fire, major rail and roadway accidents, flooding, hazardous materials incidents, civil disturbance and nuclear disasters and attack.

To support the Emergency Preparedness Plan, the City will support a high level of multi-jurisdictional cooperation and communication for emergency planning and response management. Private individuals and organizations will be solicited to enhance local communication and response with cellular telephones, ham radios, AM/FM radio and cable television. Effective emergency response also requires vital facilities such as hospitals, fire stations and communication centers be functional during disasters.

Educating residents and businesses about potential disasters and the Emergency Preparedness Plan can increase the effectiveness of response efforts. An educated public will know how to prevent injury and property damage during and after emergency episodes and also know how to find help. The City will work to educate residents and businesses about appropriate actions to safeguard life and property during and after emergencies. Education about emergency preparedness can occur through the distribution of brochures, presentations to civic groups and homeowners associations, and instruction in local schools.

San Juan Capistrano

General Plan

Conservation & Open Space Element

Table of Contents

List of Tables

List of Figures

Introduction

Some of San Juan Capistrano's most valuable assets include the City's parks, creeks, agricultural land, hillsides, ridgelines and canyons. The Conservation & Open Space Element focuses on the protection and enhancement of open space and natural resources to ensure a high quality living environment for years to come.

Purpose of the Conservation & Open Space Element

The San Juan Capistrano Conservation & Open Space Element meets the state requirements for Conservation & Open Space Elements as defined in Sections 65302(d) and 65301(e) of the Government Code. According to these requirements, the Conservation Element must contain goals and policies to protect and maintain natural resources such as water, soils, wildlife and minerals, and prevent wasteful resource exploitation, degradation and destruction. The Open Space Element must contain goals and policies to manage open space areas, including undeveloped lands and outdoor recreation areas. Specifically, the Open Space Element must address several open space categories such as those used for the preservation of natural resources and managed production of resources, as well as open space maintained for public health and safety reasons. This last category of open space is also addressed in the San Juan Capistrano Safety Element. The subjects addressed under the Conservation Element and Open Space Element overlap one another substantially; therefore these elements have been combined for San Juan Capistrano.

While air quality is not a state-mandated element, the South Coast Air Quality Management Plan (AQMP) requires air quality to be addressed in General Plans. Air quality is included as a sub-element of the San Juan Capistrano Conservation & Open Space Element in order to fulfill AQMP requirements. The purpose of the air quality sub-element is to reduce pollutant levels through stationary source, mobile source, transportation and land use control, and energy conservation measures.

Scope and Content of the Conservation & Open Space Element

The Conservation & Open Space Element expresses community goals to protect environmental resources and open space. Resources addressed in this element include parks, open space and agricultural lands, natural resources and features such as groundwater, creeks and drainage channels. Because everyday activities in San Juan Capistrano affect air quality outside of the

City boundaries, regional air quality issues are also addressed in this element.

The Conservation & Open Space Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Conservation & Open Space Plan. In the Issues, Goals and Policies section, community open space needs and resource management issues are identified, and corresponding goals and policies are established. The goals, which are overall statements of the City desires, are comprised of broad statements of purpose and direction. The policies serve as guidelines for planning recreational facilities, enhancing the natural amenities of San Juan Capistrano, and minimizing the environmental effects of planned development.

Related Plans and Programs

There are a number of existing plans and programs that directly relate to the Conservation & Open Space Element. These plans and programs have been enacted through federal, state and local action, and are administered by agencies or special districts. Federal laws pertaining to the protection of significant resources include the Endangered Species Act of 1973 and the National Environmental Policy Act. Other related plans and programs are described below.

The Americans with Disabilities Act (ADA)

The Americans with Disabilities Act (ADA) of 1991 was adopted to make public areas, including parks and play areas, accessible to all persons. All playground equipment, trails and facilities described in the Conservation & Open Space Element must be usable by all adults and children with disabilities under ADA.

California Endangered Species Act

The California Endangered Species Act (CESA) (Fish & Game Code §§2050, et seq.) generally parallels the main provisions of the Federal Endangered Species Act and is administered by the California Department of Fish and Game (DFG). CESA prohibits the "taking" of listed species except as otherwise provided in State law. Any future development or redevelopment in San Juan Capistrano that has the potential to affect wildlife will be subject to the restrictions contained in the CESA.

Federal Endangered Species Act

The Federal Endangered Species Act (FESA), administered by the U.S. Fish and Wildlife Service, applies to impacts to federally listed species, or habitat occupied by federally listed species. Federally listed species are likely to occur within the riparian habitat of the City's floodplains. FESA Section 9 forbids specified acts that directly or indirectly harm listed species. Section 9 also prohibits "taking" any species of wildlife or fish listed as endangered. These restrictions apply to all federal agencies and all persons subject to United States jurisdiction.

California Environmental Quality Act and Guidelines

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects impacting the environment. The provisions of the law and environmental review procedures are described in the CEQA statutes and Guidelines. CEQA will continue to be instrumental in ensuring that the environmental impacts associated with local development projects are appropriately assessed and mitigated.

U.S. Fish and Wildlife Service and California Department of Fish and Game Regulations

Both the U.S. Fish and Wildlife Service and California Department of Fish and Game have regulations to protect wildlife resources. Special permits are required for the alteration, dredging, or activity in any lake or stream, as well as other activities that may affect fish and game habitat. Both agencies also regulate impacts to sensitive plant and animal species. Future development in San Juan Capistrano potentially affecting wildlife habitat will be subject to the regulations of both of these federal and state agencies.

National Pollutant Discharge Elimination System (NPDES)

Under the NPDES Stormwater permit issued to the County of Orange and the City of San Juan Capistrano as a co-permittee, all development and significant redevelopment must be implemented with run-off pollution control measures known as Best Management Practices (BMPs). Proposed development projects (both public and private) within San Juan Capistrano must incorporate structural and non-structural BMPs to preclude significant water quality impacts from non-point source pollutants. The County Drainage Area Master Plan

identifies acceptable BMPs and methods to incorporate BMPs into proposed projects.

South Coast Air Quality Management Plan

The South Coast Air Quality Management Plan (AQMP) mandates a variety of measures to reduce traffic congestion and improve air quality. These measures include the requirements that each jurisdiction develop an air quality component within its General Plan.

County of Orange General Plan Resources Element

The County of Orange General Plan Resources Element includes an inventory of the County-wide resources such as wildlife, energy, water, air and open space. The element also includes goals, policies and programs for development, management, preservation and conservation of the County resources. This element provides sources of regional information affecting San Juan Capistrano and identifies resource policies and programs that apply to the unincorporated portion of the planning area.

County of Orange Master Plan of Regional Riding and Hiking Trails

The County of Orange Master Plan of Riding and Hiking Trails includes an inventory of existing and proposed trails, and standards and criteria for the provision of new trails. This plan also provides policies and programs to implement the future development and operation of the County-wide trails system to which San Juan Capistrano trails may link.

County of Orange Coastal Sage Scrub Natural Community Conservation Program (NCCP)

The purpose of the Coastal Sage Scrub NCCP is to protect sensitive plant and animal species (particularly the California gnatcatcher, cactus wren and orange-throated lizard) in the coastal sage scrub of Orange County. The NCCP establishes a regional habitat planning and management system, while still allowing growth and development to occur. The Orange County NCCP for the entire Southern California region is based on voluntary and collaborative participation among property owners, local governments, state and federal agencies and environmental organizations.

City of San Juan Capistrano Open Space Master Plan

In 1992 the City adopted an Open Space Master Plan. The purpose of the Open Space Master Plan is to preserve, protect and enhance open space uses, agricultural preserves, recreational facilities and trails within the City. The San Juan Capistrano Open Space Master Plan provides an inventory of existing and planned open space uses, as well as goals, policies, plans and programs to ensure the continued preservation, development and management of open space resources within the City. The goals, policies and plan contained in the Open Space and Conservation Element of this General Plan are the required legal documentation to be used when planning for open space and conservation uses within the City.

Measure D

In April of 1990, a bond election was held for the purchase and preservation of approximately 140 acres of open land within the City, the measure was passed with an overwhelming majority - 71% of the voters. The passage of Measure D enabled the City to incur bonded indebtedness for acquisition of lands for parks, agriculture, open space, and related uses.

Relationship to Other General Plan Elements

The Conservation & Open Space Element must be consistent with the other General Plan elements and all elements of the General Plan are interrelated to a degree. Certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for the implementation of plans and programs, and achievement of community goals. The Conservation & Open Space Element most closely relates to the Land Use, Circulation, Parks and Recreation, and Floodplain Management Elements.

The Land Use Element provides a planned land use pattern with the following general land use designation categories: Residential, Commercial, Industrial, Public/Institutional, Open Space & Conservation and Special. These community designations are applied to public and private land that is intended for open space and recreational uses. The designations are also applied to areas with high resource and aesthetic value for preservation purposes.

Air quality, a major regional concern, is specifically addressed in the Conservation & Open Space Element as well as the

Circulation Element. The Circulation Element contains goals, policies and plans related to improving the local street system to maintain efficient traffic flow and increasing the use of alternative transportation within the City. These policies and plans support the achievement of improved regional air quality.

Open space, existing and planned parks, and recreational facilities are also addressed in the Parks & Recreation Element. The goals, policies and plans within the Parks & Recreation Element also serve to preserve, maintain and enhance the City's open space and natural resources.

The existing open space and natural resource opportunities in the City's floodplains are addressed in the Floodplain Management Element. Goals, policies and plans within the Floodplain Management Element serve to minimize potential hazards within the floodplains, as well as enhance and maintain the open space and recreational opportunities that exist within these areas.

Issues, Goals, and Policies

San Juan Capistrano possesses valuable assets in the form of its natural open space, parkland and agricultural land. Conservation and enhancement of these assets can be accomplished by addressing certain issues affecting the City.

Eight major issues are addressed by the goals, policies and plan in the Conservation & Open Space Element. These major issues include: 1) preserving and enhancing open space resources; 2) protecting and preserving important natural resources; 3) preserving existing agriculture; 4) preventing incompatible development; 5) maintaining community scale and identity; 6) improving air quality; 7) protecting water quality; and 8) utilizing and enriching the City's human resources. Each issue and the related goals and policies are included in this section of the Conservation & Open Space Element.

Open Space Resources

San Juan Capistrano has a significant amount of dedicated or use-restricted land. These visual resources create interest, and are landmarks that communicate a sense of place in the community. These resources need to be preserved and enhanced to maintain the natural physical and visual quality of San Juan Capistrano.

Conservation & Open Space Goal 1: Preserve and enhance open space resources.

Policy 1.1: Identify remaining areas which should be preserved and enhanced as open space resources.

Policy 1.2: Continue to implement land and open space-rights acquisition of appropriate properties to allow for the long-term preservation of open space resources.

Policy 1.3: Identify and implement funding programs to maintain open space lands.

Natural Resources

San Juan Capistrano contains important ecological and biological resources such as the rivers and creeks, natural plant and wildlife habitats, and the wildlife which inhabit them. In a region of great growth and urbanization, these resources are constantly under threat of encroachment by new development.

To preserve these important resources for future generations, and to preserve the quality of life in the community that these resources contribute, these important ecological and biological resources need to be protected.

Conservation & Open Space Goal 2: Protect and preserve important ecological and biological resources.

Policy 2.1: Use proper land use planning to reduce the impact of urban development on important ecological and biological resources.

Policy 2.2: Preserve important ecological and biological resources as open space.

Policy 2.3: Develop open space uses in an ecologically sensitive manner.

Policy 2.4: Continue to designate the City as a bird sanctuary to preserve and protect the populations of all migratory birds which serve as a prime resource to the character and history of the community.

Agricultural Resources

San Juan Capistrano has historically been an agricultural community, with its rich valley soils. While much of the land used for agriculture has been developed into urban uses, there are remaining private parcels which continue in agricultural production. These agricultural areas help to preserve the traditional rural character of the community, maintain open space, and reduce congestion within the City.

Conservation & Open Space Goal 3: Preserve existing agricultural activity.

Policy 3.1: Implement economic programs that promote the long-term viability of designated agricultural parcels within the City.

Policy 3.2: Reduce the negative impacts resulting from urban uses and neighboring agricultural uses in close proximity.

Compatible Development

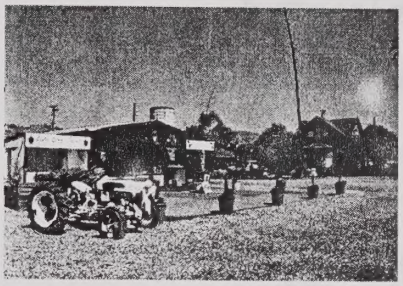
Areas in San Juan Capistrano are subject to floods, liquefaction, and landslides, as well as other hazards. Designating these areas for open space or limiting development can reduce the risk to public health and safety. Areas which contain important historical and ecological resources should also be protected to protect the heritage and character of the community.

Conservation & Open Space Goal 4: Prevent incompatible development in areas which should be preserved for scenic, historic, conservation, or public safety purposes.

Policy 4.1: Assure incompatible development is avoided in those areas which are designated to be preserved for scenic, historic, conservation, or public safety purposes.

Community Identity

The preservation of land for agricultural, ridgelines, scenic, historic, conservation, public safety, and open space helps to maintain community identity. These areas provide open vistas and variety in the scenic quality of San Juan Capistrano.



Conservation & Open Space Goal 5: Shape and guide development in order to achieve efficient growth and maintain community scale and identity.

Policy 5.1: Encourage high-quality design in new development and redevelopment to maintain the low-density character of the City.

Policy 5.2: Ensure that new development integrates and preserves areas designated for scenic, historic, conservation, or public safety reasons.

Policy 5.3: Ensure that no buildings will encroach upon any ridgeline designated for preservation.

Air Quality

Air quality within the South Coast air basin does not presently meet state and federal standards. Cooperation among all agencies in the basin is necessary to achieve desired improvements to air quality. San Juan Capistrano can participate and contribute its share in those efforts by proper planning for land use, transportation, and energy use.

Conservation & Open Space Goal 6: Improve air quality.

Policy 6.1: Cooperate with the South Coast Air Quality Management District and Southern California Association of Governments in their efforts to implement the regional Air Quality Management Plan.

Policy 6.2: Cooperate and participate in regional air quality management planning, programs, and enforcement measures.

Policy 6.3: Implement City-wide traffic flow improvements.

Policy 6.4: Achieve a greater balance between jobs and housing in San Juan Capistrano.

Policy 6.5: Integrate air quality planning with land use and transportation planning.

Policy 6.6: Promote energy conservation and recycling by the public and private sectors.

Water Quality

San Juan Capistrano contains three creeks which are subject to various sources of pollution within the community. To protect the public safety, as well as these natural resources, the water quality needs to be monitored and protected.

Conservation & Open Space Goal 7: Protect water quality.

Policy 7.1: Coordinate water quality and supply programs with the responsible water agencies.

Policy 7.2: Encourage the production and use of recycled water.

Policy 7.3: Conserve and protect watershed areas.

Human Resources

San Juan Capistrano has many homeowner associations, community groups, and business groups which represent important resources for accomplishing long-term community goals. These groups often include volunteer leaders and workers who have a distinct understanding of their neighborhoods. These significant human resources may be used to establish and achieve community goals.

Conservation & Open Space Goal 8: Encourage active citizen involvement to establish and achieve community goals.

Policy 8.1: Solicit citizen participation during the early stages of major public and regulatory programs.

Policy 8.2: Develop appropriate vehicles, such as newsletters, information brochures, cable television programming and announcements, and other methods, to communicate important information to the population of San Juan Capistrano.

Related Goals and Policies

The goals and policies described in the Conservation & Open Space Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Conservation & Open Space Element. These supporting goals and policies are identified in Table COS-1.

Table COS-1
Related Goals and Policies by Element

General Plan Elements	Conservation & Open Space Issue Area							
	Open Space Resources	Natural Resources	Agricultural Resources	Compatible Development	Community Identity	Air Quality	Water Quality	Human Resources
Land Use	3.2, 4.1, 4.2, 4.3	4.1		1.2, 4.3, 7.1, 7.2	1.2, 4.3, 7.1, 7.2			
Housing								
Circulation								
Safety	1.3	1.3				2.1		3.4, 4.2
Conservation & Open Space								
Noise								
Cultural Resources								
Community Design	1.1, 3.1, 3.2	1.1, 3.1, 3.2						1.3
Growth Management								
Parks and Recreation	1.2, 1.3, 2.1, 2.2, 2.3, 2.6, 2.7, 3.1, 3.2							1.8
Public Facilities and Utilities								4.1
Floodplain Management	1.1, 1.2, 1.3, 1.4, 2.1, 2.2, 3.1, 3.2	1.1, 1.2, 1.3, 1.4, 2.1, 2.2, 3.1, 3.2						

Conservation & Open Space Plan

A distinct combination of physical setting, agricultural land, creeks and natural open space provide a unique identity for San Juan Capistrano. The Conservation & Open Space Plan establishes an approach to protect and preserve these assets. The Plan addresses the Conservation & Open Space issues identified in the previous section. The related goals and policies serve as the basis of the Plan and are supported by approaches to protect and enhance natural resources. The Conservation & Open Space Implementation Program is an extension of this plan and contains specific programs to achieve environmental goals related to natural resources and open space.

Open Space Resources

Open Space is an important community amenity. San Juan's open space resources include privately-owned open space and recreation facilities, public parks, publicly-owned open space, privately-owned golf courses, easements to the City, Prima Deshecha Regional Park, private and public equestrian facilities, creeks and drainage ways, and agricultural land. In addition to providing opportunities for recreation and leisure, open space and parkland enhance aesthetics and community character. This section of the Conservation & Open Space Element describes the strategy to maintain and enhance open space resources within the City.

Designated Open Space

Land for preservation of open space and provision of recreational opportunities is included in three Open Space Designations in the Land Use Element: General Open Space, Open Space Recreation, and Natural Open Space. These land use designations account for approximately 2,649 acres of land within the City, or 30 percent of the total acreage within the City. The location of lands designated as open space within the City is depicted on Figure COS-1.

The General Open Space designation provides for a combination of open space and recreational uses. The Open Space Recreation category allows for the preservation of open space and outdoor recreational facilities including golf courses, tennis clubs and equestrian clubs. Land within the Natural Open Space category is generally maintained as natural open space with minimal improvements and facilities. Many of the City's natural landform features and open space resources, such

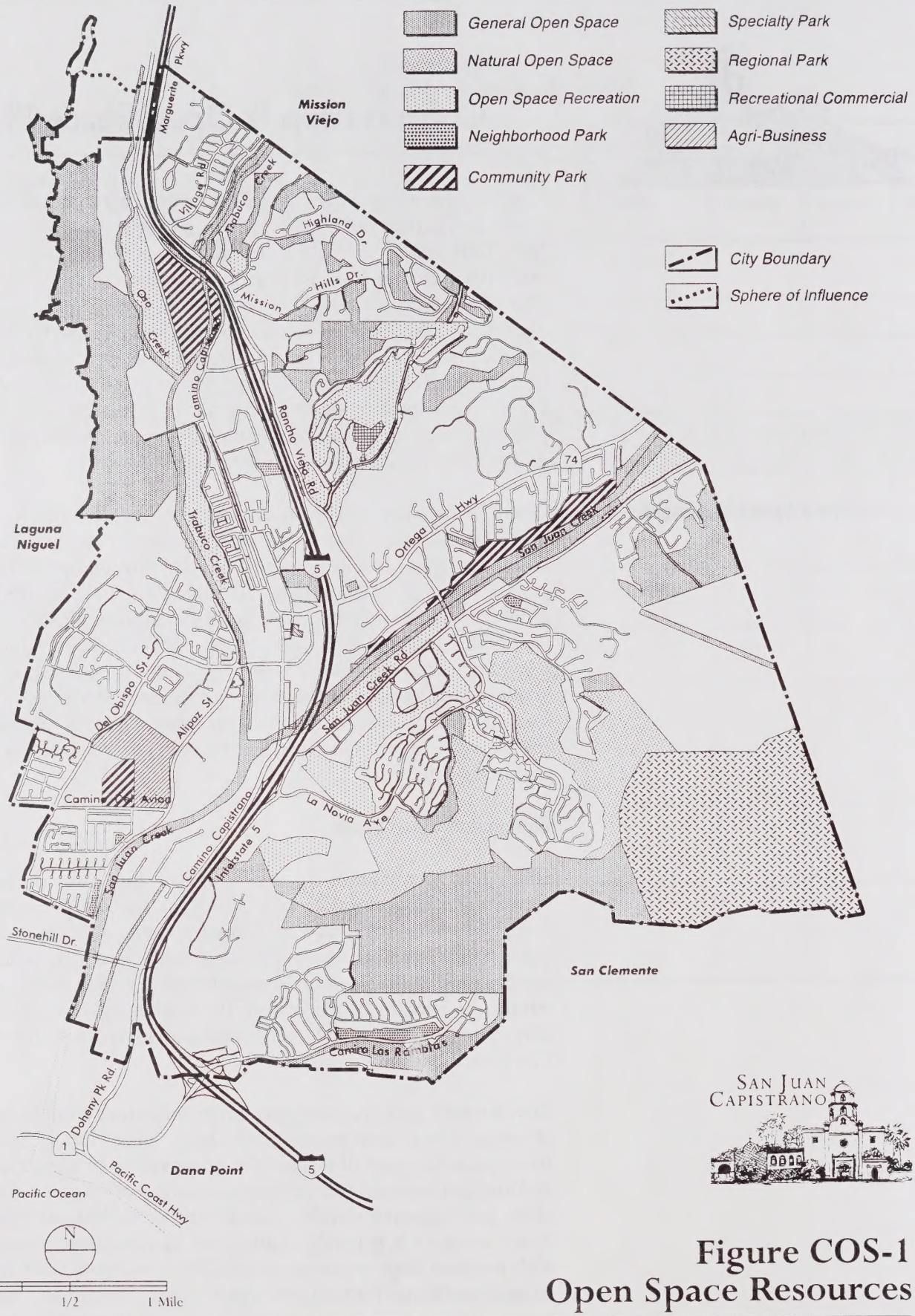


Figure COS-1
Open Space Resources

as the ridgelines and floodplains are protected under the Natural Open Space and General Open Space designations. The General Plan Designated Ridgelines are depicted in Figure COS-2.

In order to preserve and enhance the City's open space resources, the City will implement a program that supports the joint-venture use of open space areas to reduce City maintenance costs and increase City revenues for maintaining historic resources, natural open space and parks and recreational facilities. The City will also coordinate with public and private organizations to provide revenue generating open space uses such as golf courses and environmental banking sites to generate revenue to protect important open space resources.

Designated Parkland/Recreation Commercial

The Land Use Element provides five parks and recreational land use designations which serve to protect and utilize open space resources within the City. These five designations cover approximately 755 acres of land within the City and include: Neighborhood Park, Community Park, Specialty Park, Regional Park and Recreation Commercial. Lands designated for park and recreational use are depicted on Figure COS-1. The Parks & Recreation Element provides a complete inventory and description of existing and planned parks, equestrian facilities, recreational facilities, and trails within the City. Figure COS-3 illustrates the location of existing and planned parks, equestrian facilities, recreational facilities and trails within the planning area. The City's plan to maintain and expand these recreational areas and trails is also described in the Parks & Recreation Element.

Prima Deshecha County Regional Park

The single largest open space area of the City, located at the southerly boundary of the City and depicted on Figure COS-1 represents the proposed Prima Deshecha County Regional Park. Leading from this site are various hiking, bicycling and equestrian trails, also identified on Figure COS-3. The City will continue to monitor the County's management of the site evaluating the long-term ability to meet the required plans and standards for future use of the site as a regional park. The City will also update the Open Space Master Plan to ensure the proper planning for the proposed Prima Deshecha County Regional Park.

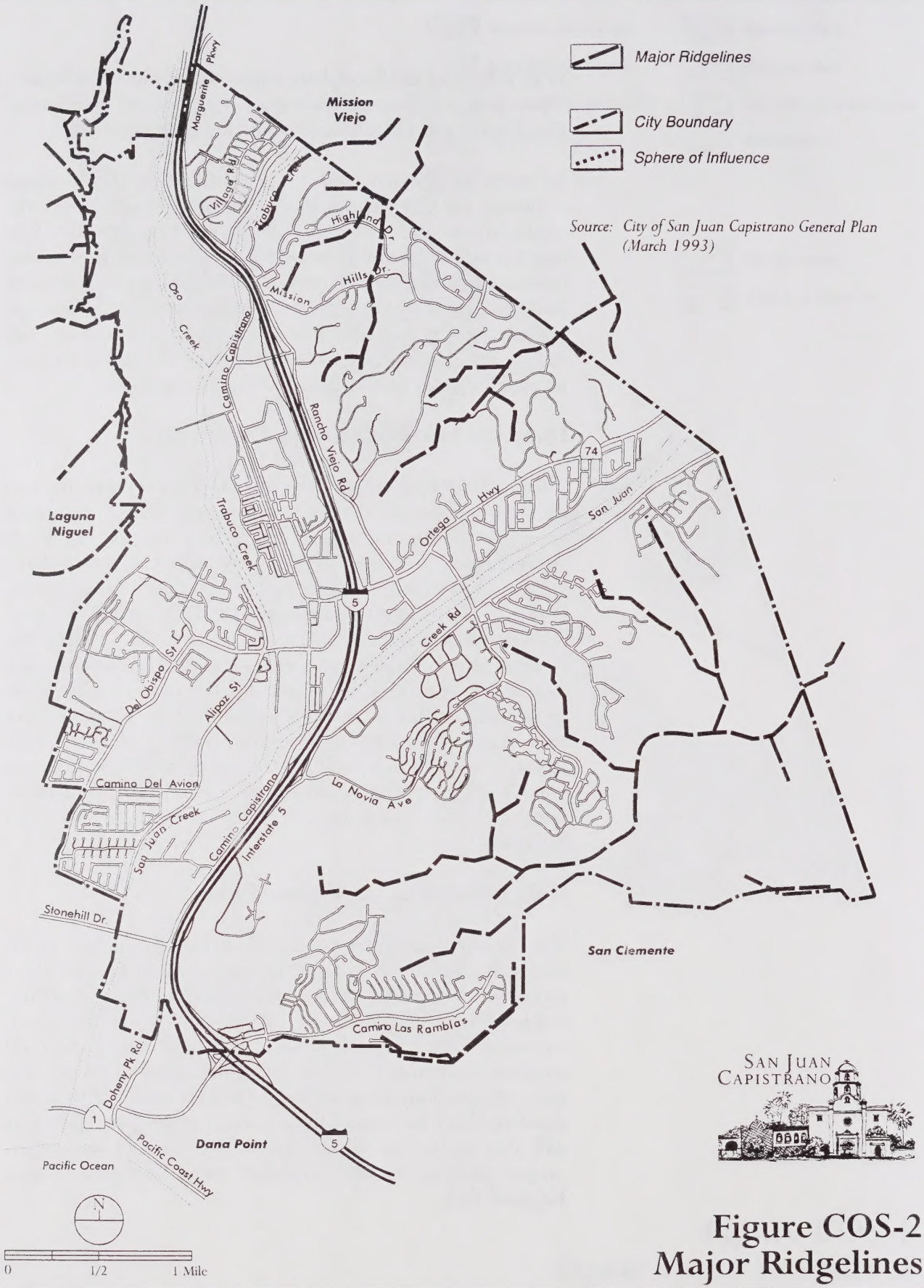


Figure COS-2
Major Ridgelines

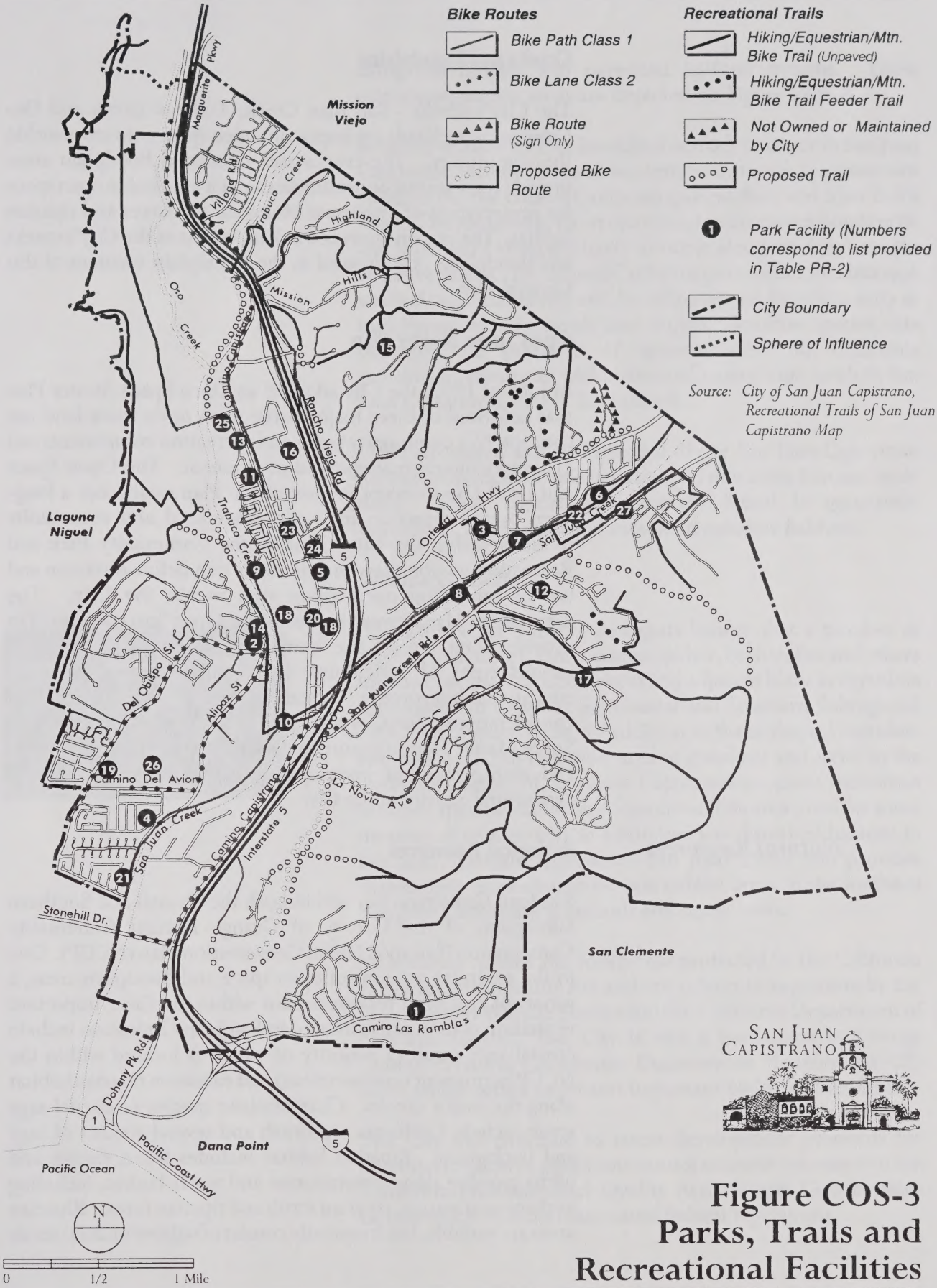


Figure COS-3 Parks, Trails and Recreational Facilities

Creeks and Floodplains

The City's creeks - San Juan Creek, Trabuco Creek and Oso Creek and creekbeds are important open space resources within the community. The creeks and associated floodplain areas provide recreational opportunities as well as valuable open space for preservation of important biological resources and riparian habitat. The preservation and enhancement of the City's creeks and floodplains is addressed in the Floodplain Element of this General Plan.

Open Space Master Plan

In June of 1992, the City adopted an Open Space Master Plan that consisted of three major parts: a) an open space land use concept; b) a community parks and recreation component; and c) an agricultural management component. The Open Space and Land Use Concept section of the Plan establishes a long-term overall direction for open space land and community facilities within the City. Within the Community Park and Recreation section there are elements that define direction and use of remaining open space sites within the City. The Agricultural Management section of the Open Space Master Plan provides direction for the continued use and preservation of various types of agricultural lands, marketing of produce, educational/interpretive features, and other operational considerations. The City will update and implement the Open Space Master Plan to ensure proper preservation, maintenance and management of open space, recreation resources, and agricultural activity in the City.

Natural Resources

Biological Resources

San Juan Capistrano lies within both the Coastal and Southern Subregions of the County of Orange Natural Community Conservation Plan and Habitat Conservation Plan (NCCP). Due to the extensive amount of open space and floodplain areas, a variety of biological resources exist within the City. Important vegetation communities located in San Juan Capistrano include coastal sage scrub (a majority of which is located within the NCCP permanent reserve system) and extensive riparian habitat along the major creeks. Characteristic species of coastal sage scrub include California sagebrush and several species of sage and buckwheat. Riparian habitat includes trees, shrubs and herbs growing along watercourses and water bodies, including herbaceous riparian, riparian scrub and riparian forest. Riparian areas are variable, but frequently consist of willow/mulefat scrub

along intermittent and perennial lowland streams. These existing vegetation areas are depicted on Figure COS-4.

Sensitive wildlife species identified or likely to occur in San Juan Capistrano include the southwestern arroyo toad, southwestern pond turtle, the coastal California gnatcatcher, and least Bell's vireo. The southwestern arroyo toad, southwestern pond turtle and least Bell's vireo are likely to occur along the City's creeks and streambeds. The coastal California gnatcatcher inhabits sage scrub almost exclusively and breeding season begins as early as mid-February and extends into August. Sensitive species data indicates the presence of approximately 50 California gnatcatcher territories within areas of coastal sage scrub in San Juan Capistrano, east of Interstate 5.

Other protected species expected to use San Juan Capistrano habitat areas include American badger, mountain lion and mule deer. These species are generally found in grasslands, woodlands, open scrub and mountain meadow habitats.

Wildlife Corridors

Based on NCCP surveys, biologists believe that a number of species, including California gnatcatcher, coyote, fox and others use the Oso and Trabuco Creeks and adjacent lands as corridors for movement between the Coastal and Southern Subregional NCCP open space areas. In addition to the biological corridors and core areas, an extensive area of grassland and scrub in the southern portion of San Juan Capistrano supports numerous sensitive species. Although constrained, this area provides some measure of connectivity to additional less disturbed habitats to the east. Despite alterations, San Juan Creek also provides connectivity from eastern off-site habitat areas to the southern San Juan Capistrano grasslands and scrub areas.

All sensitive species and habitat are protected by the California Environmental Quality Act and are subject to regulation by the U.S. Fish and Wildlife Service and the California Department of Fish and Game. The City is also a participant in Orange County's Natural Community Conservation Planning (NCCP) effort which serves to protect important biological resources.

The City will continue to assess development proposals for potential impacts to significant natural resources pursuant to the California Environmental Quality Act, Natural Communities Conservation Plan and associated federal regulations.

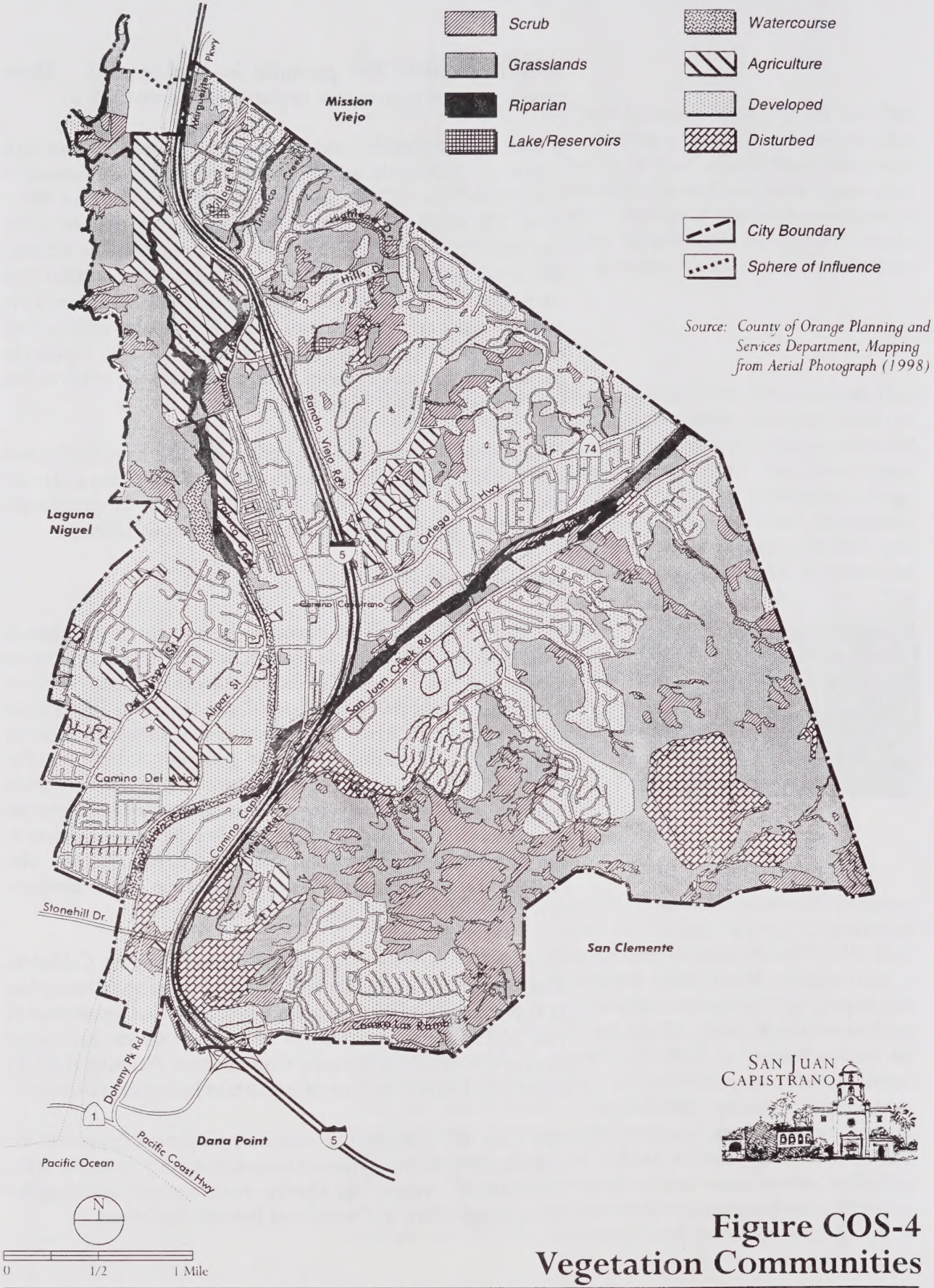


Figure COS-4
Vegetation Communities

Landform Features

Natural landform features are located throughout the City and include the hillsides and ridgelines surrounding the City, canyons, creeks, and prominent trees. Before development is approved, the City will assess development proposals for potential impacts to important geologic and scenic landform features pursuant to the California Environmental Quality Act. Important topographical features, watershed areas, ridgelines, soils and potential erosion problems will be considered in the assessments.

Agricultural Resources

San Juan Capistrano has historically been an agricultural community with its rich valley soils providing a wide variety of agricultural crops. The City recognizes the many inherent benefits of maintaining agricultural land uses in the community. Agriculture helps to preserve a rural character, maintain open space, and reduce further degradation of the natural environment. Currently, farming activities within the City occur on parcels as small as one acre, to parcels over 150 acres in size. Agricultural uses include orchard and truck crops, rangeland, horticulture growing areas, feed and livestock production. Figure COS-1 depicts the location of existing agricultural lands in the City.

Approximately 70 acres of land within the City are designated as Agri-Business. Parcels designated as Agri-Business are depicted on Figure COS-1. The Agri-Business land use designation provides for the production and sale of agricultural crops, including but not limited to row crops, orchards, vineyards and nurseries. The City currently owns and through contracts with the private sector, actively farms 28 acres of land designated as Agri-Business. The City will continue to operate this farm as a food production site, as well as an example of the importance of farming in the City's history.

The City's Open Space Master Plan contains an Agriculture and Open Space Management section that establishes a strategy of incentives to preserve and protect the City's remaining agricultural resources as identified in Figure COS-1. Equestrian uses are also addressed in the Agriculture and Open Space Management section of the Open Space Master Plan. The development and preservation of equestrian uses is provided for within open space area in the planning area. These uses provide a source of income to operate and maintain open space resources. The City will update the Agriculture and Open Space Management section of the Open Space Master Plan when it updates the Open Space Master Plan.

Compatible Development and Community Identity

Preservation of the various open space areas can shape and guide future development, control the direction and timing of growth, provide buffers between conflicting land uses, and establish continuous corridors between major open space areas. Development of the City's open space resources such as the major ridgelines and floodplain areas is discouraged in order to ensure that development integrates and preserves areas designated for scenic, conservation or public safety reasons. City review of land use proposals also encourages high quality design in new development in open space areas in order to maintain the low-density character of the City.

Air Quality

The City of San Juan Capistrano is located within the South Coast Air Basin, a non-attainment area for federal and state air quality standards for ozone and state standards for particulate matter less than ten microns in diameter (PM 10). The City lies within the South Coast Air Quality Management District Source Receptor Area 21. At present there is no active monitoring station in Area 21- Capistrano Valley as ozone and carbon monoxide measurements were made at San Juan Capistrano for a period of time during the 1970s and 1980s, but pollution levels were much lower than in other parts of the air basin and monitoring was therefore discontinued. The nearest monitoring station is the El Toro station in the Area 19-Saddleback Valley Monitoring Area.

Motor vehicles are the major source of regional emissions throughout the air basin and within San Juan Capistrano. No major point source emitters such as heavy industrial uses are located within the City. The City will work with the South Coast Air Quality Management District and the most recent Air Quality Management Plan to improve the regional transportation system and regional air quality.

Energy conservation is another strategy for improving air quality. Pollutants are generated by the combustion of fossil fuels to produce electricity, and by the combustion of natural gas. Reducing energy usage decreases the amount of pollutants generated. Energy requirement can be diminished through innovative architectural design, building construction, structural orientation and landscaping.

The City will promote energy conservation by implementing state Title 24 energy performance requirements through building codes. In addition, the relationship between project design and future energy requirements will be considered when reviewing proposals for new development. Promotion of utility company incentive programs to retrofit existing development

with energy efficient lighting, air conditioning and heating systems can be beneficial. Energy will be conserved in public buildings and the provision of electric charging vehicle areas will be encouraged in new public and private developments.

Water Quality

Both local and regional water resources are important to the City. Urban activity in San Juan Capistrano affects regional water resources as well as local sources. The City purchases imported water for distribution. The supply of imported water is limited and conservation efforts are needed to ensure adequate emergency storage and future supply. Water conservation will be encouraged in the City in the following ways:

- Expanding the production of reclaimed water and developing new use for reclaimed water;
- Requiring the use of drought resistant plant species in landscaping for private and public areas, including parks;
- Establishing water conservation education programs; and
- Requiring the incorporation of water conservation devices, including low-flush toilets, flow restriction devices and water conserving appliances, in new development, public projects and rehabilitation projects.

The City's three surface creeks, San Juan Creek, Oso Creek and Trabuco Creek, as well as their tributaries are subject to pollutants and sediment carried in runoff. The pollutants in urban runoff include landscape pesticides and fertilizers, automobile products and degreasers. Urban pollutants degrade water quality and impact wildlife and plants dependent on aquatic habitat. The City is a co-permittee with the County of Orange in the National Pollution Discharge Elimination System (NPDES) program, which is designed to reduce pollutants in runoff. According to the NPDES permit, all new development projects and substantial rehabilitation projects will be required to incorporate Best Management Practices (BMPs) as identified in the County Drainage Area Master Plan (DAMP).

Implementation of BMPs in San Juan Capistrano will enhance water quality in surface creeks.

The City will continue to monitor water quality and construct needed infrastructure improvements as identified in the City's Water Master Plan and the Army Corps of Engineers San Juan Creek Watershed Management Study.

Human Resources

The history of the San Juan Capistrano community is marked by a diverse population and a variety of cultures, active public involvement and concern for civic issues. The City considers these human resources a valuable asset to be enhanced and continually cultivated. Making information accessible to all groups within the community will support public involvement and stimulate community interest. Various media approaches include newsletters, informational brochures, cable television programming, radio and newspaper announcements, and presentations to community groups. Citizen input will be actively solicited during the early stages of major public or private development projects and regulatory programs.

San Juan Capistrano

General Plan

Noise Element

Table of Contents

List of Tables

List of Figures

Introduction

Noise levels within a community affect the quality of life experienced by those people living and working in the City. High noise levels can create stress and irritation for those living and working nearby. The Noise Element addresses this issue by creating effective strategies which reduce excessive noise and limit the community's exposure to loud noise sources.

Purpose of the Noise Element

The Noise Element addresses noise sources in the community and identifies ways to reduce the impacts of these noise sources on the community. The Noise Element contains policies and programs to achieve and maintain noise levels compatible with various types of land uses. The Element identifies those land uses which are sensitive to noise and assures that noise-generating land uses are located so that they do not impact those sensitive areas.

Scope and Content of the Noise Element

The Noise Element satisfies the requirements of state planning law and is a mandated component of the General Plan. Government Code section 65302(f) establishes the required components of the Noise Element. The element also complies with California Health and Safety Code Section 56050.1 guidelines for Noise Elements.

Future noise conditions from short- and long-term growth are quantified as noise exposure contours. This noise information serves as the basis to develop guidelines for compatible land uses.

The Noise Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Noise Plan. In the Issues, Goals and Policies section, major issues pertaining to noise sources are identified and related goals and policies are established. The goals are overall statements of the City's desires and comprise broad statements of purpose and direction. The policies serve as guides for reducing or avoiding adverse noise effects on residents. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs for the Noise Element are contained in the General Plan Implementation Program contained in Appendix A of this General Plan.

Related Plans and Programs

There are a number of existing plans and programs that directly relate to the goals of the Noise Element. These plans and programs have been enacted through state and local legislation and are administered by agencies with powers to enforce state and local laws.

California Environmental Quality Act (CEQA) and Guidelines

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects that might affect the environment. Excessive noise is considered an environmental impact under CEQA. The provisions of the law and environmental review procedure are described in the CEQA Statutes and the CEQA Guidelines which were amended in 1998. Implementation of CEQA ensures that during the decision making stage of development, City officials and the general public will be able to assess the environmental impacts associated with private and public development projects to the environment.

California Noise Insulation Standards (Title 24)

The California Commission of Housing and Community Development officially adopted noise insulation standards in 1974. In 1988, the Building Standards Commission approved revisions to the standards (Title 24, Part 2, California Code of Regulations). As revised, Title 24 establishes an interior noise standard of 45 dB(A) for residential space (CNEL or Ldn). Acoustical studies must be prepared for residential structures to be located within noise contours of 60 dB(A) or greater (CNEL or Ldn) from freeways, major streets, thoroughfares, rail lines, rapid transit lines, or industrial noise sources. The studies must demonstrate that the building is designed to reduce interior noise to 45 dB(A) or lower (CNEL or Ldn).

City of San Juan Capistrano Noise Ordinance

The City's Noise Ordinance contained in the Title and Land Use Code provides controls for excessive and annoying noise from stationary sources such as air conditioning and refrigeration units and construction activities. The ordinance provides standards that establish allowable interior and exterior noise levels for residential and commercial areas. Specific standards for daytime and nighttime hours are also provided. Certain noise sources are prohibited and the ordinance establishes an enforcement process. Noise Ordinance requirements are identified in this Element.

City of San Juan Capistrano Noise Management District

The City has adopted an overlay Noise Management District which applies to those properties impacted by a mobile noise source which produces an average ambient noise level of CNEL = 60 dB(A) or more. Those properties which are included in the overlay district are required to meet certain development requirements which will reduce the interior noise level in a new structure to a maximum of CNEL = 45 dB(A). The ordinance specifies the types of structural sound-proofing techniques that will be used.

Relationship to Other General Plan Elements

According to state planning law, the Noise Element must be consistent with the other General Plan elements. Each element is independent and all the elements together comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals. The Noise Element relates most closely to the Land Use and Circulation Elements.

Policies and plans in the Noise Element are designed to protect existing and planned land uses identified in the Land Use Element from excessive noise. Potential noise sources are identified in the Noise Element, and programs are established to avoid or mitigate noise impacts from planned development. Concurrently, the Land Use Element contains policy to ensure that environmental conditions, including noise, are considered in all land use decisions. The distribution of residential and other sensitive land uses on the Land Use Policy Map is designed to avoid areas where noisy conditions have been identified.

The Noise Element is inextricably linked to the transportation policies in the Circulation Element. Transportation noise is largely responsible for excessive noise levels in certain locations in urban environments. The projected noise distribution identified in the Noise Element directly corresponds to the Circulation Plan. Both the Noise and Circulation Elements contain policies and plans to minimize the effects of transportation noise on existing and planned land uses. Noise exposure will be a key consideration when locating and designing new arterials.

The Noise Element also relates to the Conservation & Open Space and Parks & Recreation Elements. Excessive noise can diminish enjoyment of parks and open space, and noise information should be considered in planning new recreational areas. Open space areas can be used to buffer noise sensitive land uses from noise producers.

Issues, Goals, and Policies

The quality of life in San Juan Capistrano can be reduced by excessive noise levels. Three major issues related to noise are addressed in the goals, policies and implementation actions of the Noise Element. These major issues include: (1) avoiding the negative effects from noise through the use of land use planning and noise reduction techniques; (2) minimizing the impact of transportation-related noise; and (3) minimizing the impact of non-transportation-related noise.

Noise and Land Use Planning

Certain areas within San Juan Capistrano are subject to high noise levels. Consideration of the sources and recipients of noise early in the land use planning process can be an effective method of minimizing the impact of noise on population in the community. Areas already impacted by noise need to have noise reduced through rehabilitative improvements.

Noise Goal 1: Minimize the effects of noise through proper land use planning.

Policy 1.1: Utilize noise/land use compatibility standards as a guide for future planning and development decisions.

Policy 1.2: Provide noise control measures and sound attenuating construction in areas of new construction or rehabilitation.

Transportation Related Noise

The primary source of noise impacting San Juan Capistrano results from transportation-related noise. Both Interstate 5 and the railroad, along with other major roadways, create high levels of noise that affect the overall quality of life in the community. Reduction in transportation-related noise is necessary to deal with the detrimental effects attributable to excessive noise.

Noise Goal 2: Minimize transportation-related noise impacts.

Policy 2.1: Reduce transportation-related noise impacts to sensitive land uses through the use of noise control measures.

Policy 2.2: Control truck traffic routing to reduce transportation-related noise impacts to sensitive land uses.

Policy 2.3: Incorporate sound-reduction design in development projects impacted by transportation-related noise.

Policy 2.4: Oppose airport operations that will result in excessive noise from overflights.

Non-Transportation Related Noise

Noise sources that are not directly related to transportation include construction noise, manufacturing or business operations noise, and property maintenance activities. Such noise sources should be controlled to minimize exposure to excessive noise levels.

Noise Goal 3: Minimize non-transportation-related noise impacts.

Policy 3.1: Reduce the impacts of noise-producing land uses and activities on noise-sensitive land uses.

Policy 3.2: Incorporate sound-reduction design in new construction or rehabilitation projects impacted by non-transportation-related noise.

Related Goals and Policies

The goals and policies described in the Noise Element are related to and support subjects included in other General Plan elements. In turn, many goals and policies from the other elements directly support the goals and policies of the Noise Element. These supporting goals and policies are identified in Table N-1.

Table N-1
Related Goals and Policies by Element

General Plan Elements	Noise Issue Area		
	Noise and Land Use Planning	Transportation Related Noise	Non-Transportation Related Noise
Land Use	1.2, 7.1, 7.2		
Housing			
Circulation			
Safety			
Conservation & Open Space			3.2, 4.1, 5.2
Noise			
Cultural Resources			
Community Design	1.1, 1.2		
Growth Management			
Parks & Recreation			
Public Facilities & Utilities			
Floodplain Management			

Noise Plan

San Juan Capistrano, like most urbanized areas, is experiencing increased noise levels associated with transportation and non-transportation related noise. As the ambient noise level in the community rises, the City must seek ways to safeguard the community from excessive noise levels. The goals and policies contained in the previous section establish an agenda to reduce the overall noise levels within the City. The Noise Plan defines the City approach for achieving the agenda and generally outlines action programs. The Noise Element Implementation Program contained in Appendix A of this General Plan is an extension of the Noise Plan and contains specific programs that the City will enact to protect community well-being.

Noise and Land Use Planning

Noise in the planning area is the cumulative effect of noise from transportation activities and stationary sources. Transportation noise refers to noise from automobile use, trucking, airport operations and rail operations. Non-transportation noise typically refers to noise from stationary sources such as commercial establishments, machinery, air conditioning systems, compressors and landscape maintenance equipment. Regardless of the type of noise, the noise levels are highest near the source and decrease with distance. Noise is problematic when noise sensitive land uses are affected. Noise sensitive land uses, defined as activities that are interrupted by noise, including residences, schools, hospitals, religious meetings and recreation areas. Most noise impacts can be avoided when noise sources, sensitive land uses and information about the future noise environment are considered in land use planning and development decisions.

Noise Standards and Land Use Compatibility Guidelines

To ensure that noise producers do not adversely affect sensitive receptors, the City will use land use compatibility standards when planning and making development decisions. Table N-2 summarizes City noise standards for various types of land uses. The standards represent the maximum acceptable noise level and are used to determine noise impacts.

Table N-2
Interior and Exterior Noise Standards

Land Use	Noise Standards[1]	
	Exterior	Interior
Residential (all)- Single family, multi-family, duplex, mobile home	65 dB(A)	45 dB(A)
Residential- Transient lodging, hotels, motels, nursing homes, hospitals, assisted care facilities	65 dB(A)	45 dB(A)
Private offices, churches, libraries, theaters, concert halls, meeting halls, schools	65 dB(A)	45 dB(A)
General commercial, retail, reception, restaurant	65 dB(A)	50 dB(A)
Manufacturing, industrial[2]	---	---
Parks, playgrounds	65 dB(A)[3]	---
Golf courses, outdoor spectator sports	70 dB(A)[3]	—

[1] In Community Noise Level Equivalent (CNEL).
[2] Noise standards not applied to Industrial districts.
[3] Outdoor environment limited to playground areas, picnic areas, and other areas of frequent human use.

These noise standards are the basis for the development of land use compatibility guidelines, presented in Table N-3. If the noise level of a project falls within Zone A or Zone B, the project is considered compatible with the noise environment. Zone A implies that no mitigation will be needed. Zone B implies that minor mitigation measures may be required to meet the City's noise standards. All development project proponents will be required to demonstrate that the noise standards will be met prior to approval of projects.

If the noise level of a project falls within Zone C, substantial noise mitigation will be necessary to meet the noise standards. Mitigation may involve construction of noise barriers and substantial building sound insulation. Projects in Zone C can be successfully mitigated; however, project proponents must demonstrate that the noise standards will be met prior to issuance of building permits. If noise levels fall outside of Zones A, B, and C, projects are considered clearly incompatible with the noise environment and should not be approved.

The Director of Engineering and Building Services will act as the noise control coordinator. This delegation of responsibility will allow consistent and continued enforcement of the established noise standards.

Table N-3
Noise/Land Use Compatibility Matrix

Land Use Category	Community Noise Equivalent Level CNEL, dB						
	55		60	65	70	75	80
Residential - Single Family, Multifamily, Duplex	A	A	B	B	C	- - -	- - -
Residential - Mobile Homes	A	A	B	C	C	- - -	- - -
Transient Lodging - Motels, Hotels	A	A	B	B	C	C	- - -
Schools, Libraries, Churches, Hospitals, Nursing Homes	A	A	B	C	C	- - -	- - -
Auditoriums, Concert Halls, Amphitheaters, Meeting Halls	B	B	C	C	- - -	- - -	- - -
Sports Arenas, Outdoor Spectator Sports, Amusement Parks	A	A	A	B	B	- - -	- - -
Playgrounds, Neighborhood Parks	A	A	A	B	C	- - -	- - -
Golf Courses, Riding Stables, Cemeteries	A	A	A	A	B	C	C
Office and Professional Buildings	A	A	A	B	B	C	- - -
Commercial Retail, Banks, Restaurants, Theaters	A	A	A	A	B	B	C
Industrial, Manufacturing, Utilities, Wholesale, Service Stations	A	A	A	A	B	B	B
Agriculture	A	A	A	A	A	A	A

Source: Taken in part from Aircraft Noise Impact Planning Guidelines for Local Agencies, U.S. Department of Housing and Urban Development, TE/NA-472, November 1972.

A = Normally Acceptable - Specified land use is satisfactory based on the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

B = Conditionally Acceptable - New construction or development should be undertaken only after a detailed analysis of the noise requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

C = Normally Unacceptable - New construction or development should generally be discouraged. If it does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

- - - = Clearly Unacceptable - New construction or development should generally not be undertaken.

Noise Contours and Noise Impact Areas

The noise environment for the community can be described with noise contours based on the major noise sources. Noise contours define areas of equal noise exposures. Future noise contours have been estimated with information about existing and projected land use development and transportation activity.

Figure N-1 shows the projected noise contours for San Juan Capistrano and the noise impact areas. The noise contours will be used as a guide for land use and development decisions. Contours of 60 dB(A) or greater define noise impact areas. When noise sensitive land uses are proposed within these contours, an acoustical analysis must be prepared. For the project to be approved, the analysis must demonstrate that the project is designed to attenuate noise to meet the City's noise standards as defined in Table N-2. If the project is not designed to meet the noise standards, mitigation measures can be recommended in the analysis. If the analysis demonstrates that the noise standards can be met with implementation of the mitigation measures, the project can be approved with the mitigation measures required as conditions of project approval.

Construction Standards

The provisions of the state Noise Insulation Standards (Title 24) will be enforced in San Juan Capistrano. Title 24 specifies that combined indoor noise for multi-family living spaces shall not exceed 45 db(A) CNEL. This standard must be implemented when the outdoor noise level exceeds 60 dB(A) CNEL. The future noise contour map (Figure N-1) can be used to determine when to implement this standard. Title 24 requires that the standard be applied to all new hotels, motels, apartments and multi-family projects. The City will also apply the standard to new single-family development.

Transportation Related Noise

Noise from transportation activity is the primary component of the noise environment in San Juan Capistrano. Transportation noise is related to the transportation corridors that traverse the community (such as Interstate 5, Ortega Highway, major arterials and collector roads, the Orange County Transportation Authority (OCTA) railroad, and potential future aircraft flight patterns). The most efficient and effective means of controlling noise from transportation systems is to reduce the noise at the source.

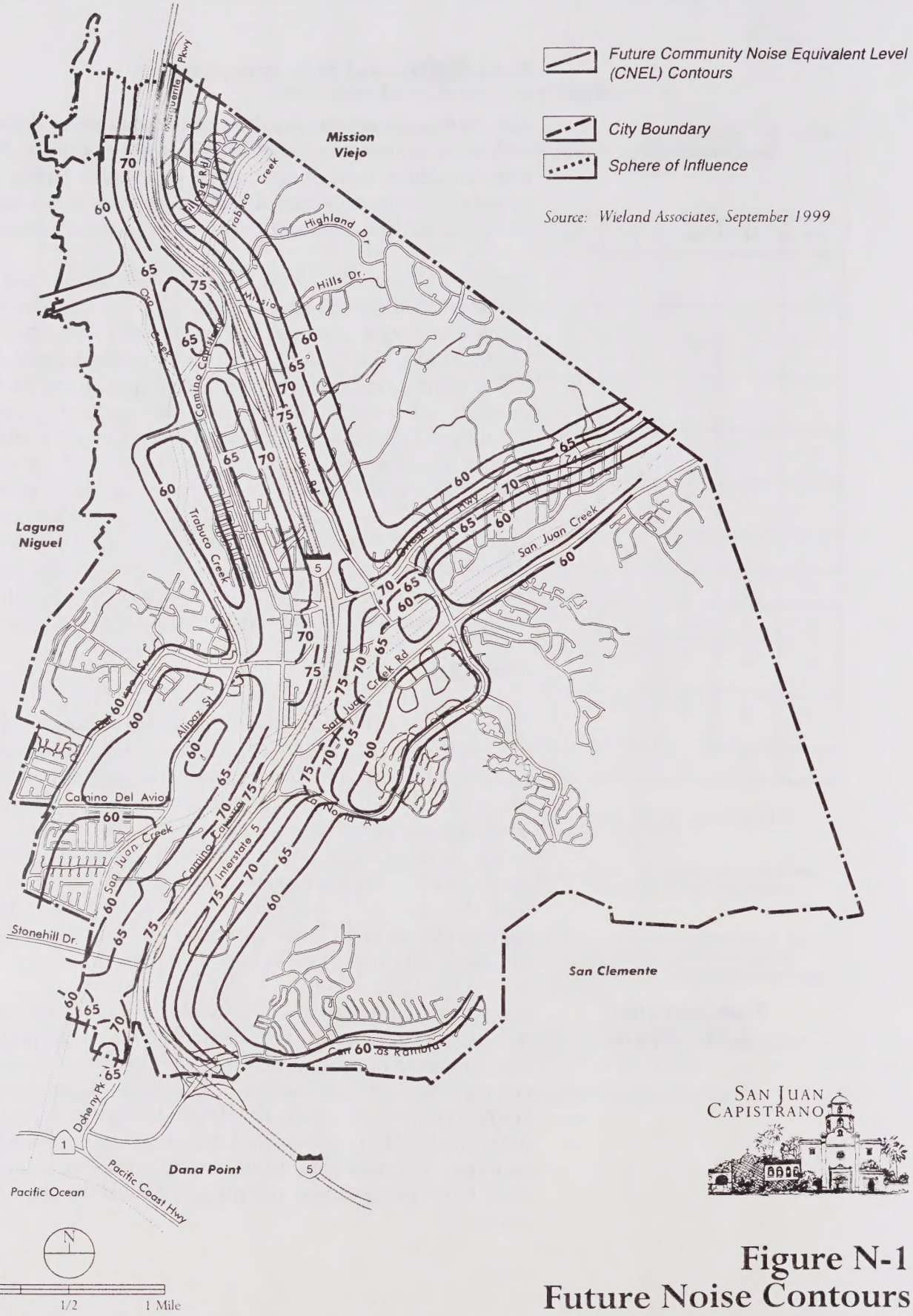
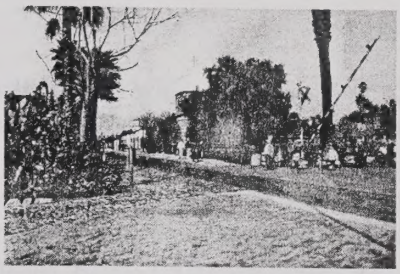


Figure N-1
Future Noise Contours



The City has little direct control over noise produced by transportation sources because state and federal noise regulations preempt local regulations. The state regulates motor vehicle noise and the federal government regulates aircraft noise. Because the City cannot control the noise at the source, City noise programs focus on reducing the impact of transportation noise on the community. Cost effective strategies to control noise impacts are an essential component of this element.

The most effective method for mitigating transportation noise impacts on the community is by utilizing the site design review process and CEQA. During these stages of the development process, potential impacts from transportation noise will be identified and mitigation measures will be required as needed to meet the City's noise standards. Site planning, landscaping, topography and the design and construction of noise barriers are the most common method of alleviating vehicular traffic and train noise impacts. Setbacks and buffers can also be used to achieve small noise reductions.

Noise attenuating barriers are commonly incorporated into projects and can be extremely effective in reducing noise levels. The effectiveness of the barrier depends on the relative height and materials of the barrier, the noise source, the affected area, and the horizontal distance between the barrier and the affected area. Although noise barriers can be extremely effective, the aesthetic effect of barriers on neighborhoods should be considered.

Noise barriers should be included in the design of roadway, freeway and rail improvements. The City will support efforts by Caltrans, OCTA, Southern California Regional Rail Authority (SCRRA) and other transportation providers to provide acoustical protection for noise sensitive uses. In addition, the City will request that barriers are constructed as part of freeway, roadway and rail improvement projects to mitigate significant noise impacts. Interstate 5 and Ortega Highway are prime candidates for barriers to protect the community from excessive transportation noise. Although the City does not have jurisdiction over railroad operation, maintenance, construction activities occurring within the OCTA right-of-way, SCRRA will also be requested to construct noise barriers adjacent to existing unprotected residential areas adjacent to the railroad.

Noise Control at the Source

The California Vehicle Code contains noise regulations pertaining to the operation of all vehicles on public roads. These noise standards for cars, trucks, and motorcycles will be enforced through coordination with the California Highway Patrol and Orange County Sheriff's Department. The City will also regulate traffic flow and coordinate with the Orange County Sheriff's Department to enforce speed limits to reduce traffic noise.

Although the City is not currently within a 65 dB(A) contour overlay associated with aircraft overflights from MCAS EL Toro, the potential commercial reuse of MCAS El Toro as planned by the County of Orange may impact the City. If portions of the City become subject to the 65 dB(A)CNEL noise contour overlay associated with commercial aircraft noise from the reuse of MCAS El Toro, the City will prohibit new residential development within the 65 dB(A) noise contour.

Non-Transportation Related Noise

Sensitive receptors must also be protected from excessive noise generated by non-transportation sources such as commercial and industrial centers, restaurants and bars, religious institutions and civic centers. Application of the City Noise Ordinance is the best means to control noise from existing noise sources. Noise generated by new development will be effectively controlled through the site design review process and compliance with CEQA, and compliance with the City noise standards contained in this Noise Element and the City Noise Ordinance. During these preliminary stages in the development process, potential noise impacts will be identified and mitigation measures can be imposed.

When reviewing proposed non-residential projects, noise generation and potential impacts to surrounding development will be considered. Acoustical analyses will be required for projects that will generate noise potentially affecting sensitive receptors. Where significant impacts are identified, mitigation measures will be required. Mitigation measures that could be applied when reviewing projects include acoustically treated and/or quiet design: 1) furnaces; 2) fans; 3) motors; 4) compressors; and 5) valves and pumps. The City may also require limited delivery hours and hours of operation in order to minimize impacts to adjacent residential uses.

In addition, all City departments must comply with state and federal OSHA standards. Any new equipment or vehicle purchased by the City will comply with local, state and federal noise standards.

Noise Ordinance

The City Noise Ordinance contained in the Title 9 Land Use Code, is designed to protect people from non-transportation noise sources such as music, construction activity, machinery and pumps and air conditioners. Enforcement of the ordinance ensures that adjacent properties are not exposed to excessive noise from stationary sources. Enforcing the ordinance includes requiring proposed development projects to show compliance with the ordinance and requiring construction activity to comply with established work schedule limits. The Noise Ordinance does not apply to railroad operation or maintenance and construction activities within the OCTA right-of-way. The ordinance will be reviewed periodically for adequacy and amended as needed to address community needs and development patterns.

San Juan Capistrano

General Plan

Cultural Resources Element

Table of Contents

List of Tables

List of Figures

Introduction

The Cultural Resources Element addresses the historic, archaeologic and paleontologic resources within San Juan Capistrano. San Juan Capistrano's history of human occupation began prior to the establishment of Mission San Juan Capistrano in the late 1700's. As a result of this rich history, the City contains many historic and archaeological resources which help define the character of the community. Protecting these resources and assuring that new development enhances historical and archaeological resources will ensure that the character and tradition of San Juan Capistrano is preserved.

Purpose of the Cultural Resources Element

The purpose of the Cultural Resources Element is to protect and preserve the historic, archaeologic and paleontologic resources that are found in San Juan Capistrano. After identifying those important resources which should be protected or preserved, the City will work with the property owners to find a balance between the cost of protecting a resource and the importance of the resource.

Scope and Content of the Cultural Resources Element

The Cultural Resources Element is not a state-mandated element; however, the Element is an important component of the San Juan Capistrano General Plan. The Cultural Resources Element is comprised of three sections: 1) Introduction, 2) Issues, Goals and Policies and 3) the Cultural Resources Plan. In the Issues, Goals and Policies section, major issues related to preservation and protection of historic, archaeologic and paleontologic resources are identified and related goals and policies are established to address these issues. The goals, which are overall statements of the community's desires, are comprised of broad statements of purpose and direction. The policies serve as guides for working property owners to preserve and protect identified important historic, archaeologic and paleontologic resources. The Plan explains how the goals and policies will be achieved and implemented, while the General Plan Implementation Program, contained in Appendix A, identifies the specific implementation programs for this element.

Related Plans and Programs

The are a number of existing plans and programs which are related to the goals and policies contained in the Cultural

Resources Element. These plans and programs, which are described below, have been enacted by local and state agencies with the power to adopt and enforce state and local actions.

California Environmental Quality Act (CEQA) and Guidelines

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects that might affect the environment. The provisions of the law and environmental review procedure are described in the CEQA Statutes and the CEQA Guidelines which were amended in 1998. Implementation of CEQA ensures that during the decision making stage of development, City officials and the general public will be able to assess the environmental impacts associated with private and public development projects to historic, archaeological and paleontological resources.

San Juan Capistrano's Historical & Cultural Landmarks Ordinance

San Juan Capistrano has adopted an Historical & Cultural Landmark Ordinance. This ordinance forbids damage of any kind to any resource listed in the City's Inventory of Historical & Cultural Landmarks (IHCL) without first obtaining City approval. Applications are reported to the Cultural Heritage Commission (CHC) which has 30 days to render a decision. Decisions of the CHC may be appealed to the City Council. Owners and other occupants of properties listed on the IHCL or located in an historic district are required to maintain the exteriors of their structures. Failure to comply with the provisions of the ordinance is a ground for revocation of any relevant permits and is punishable as a misdemeanor.

Historic Preservation Ordinance

The City also adopted an Historic Preservation Ordinance. The law provides that permitted and conditional uses of properties within an historic district shall be the same as those permitted for the base district. Like the Historical & Cultural Landmarks Ordinance, the Historic Preservation Ordinance forbids damaging historic resources in any way and provides for revocation of relevant permits in instances where there is failure to comply.

Historical, Archaeological and Paleontological Resource Management Guidelines

The revision of City Council Policy 601, which took place in 1997, is entitled "Historical, Archaeological and Paleontological Resource Management Guidelines." Policy 601 provides for insuring that cultural resource related projects are conducted by qualified individuals and establishes procedures for reviewing their reports. In addition, the policy adopts procedures to insure proper mitigation of impacts or potential impacts to previously unknown cultural resources during construction (i.e., provides for on-site monitoring of grading operations). It also provides for recording the presence of all significant historic resources with the City and with the corresponding "research institution". To encourage historic preservation, qualifying project sponsors are exempted from all City fees for rehabilitation, restoration, preservation, and relocation work performed on historic resources.

Los Rios Precise Plan

The original Los Rios Precise Plan was adopted in February, 1978 and is currently being revised. The Plan addresses the special planning needs identified by the community for the protection of the historic neighborhood. The Precise Plan requires that future construction and activities within the Los Rios Precise Plan area be consistent with the area's historical character.

National Historic Preservation Act

The National Historic Preservation Act (NHPA) is a federal law which establishes the legal and administrative context to encourage preservation of historic resources and is administered by the State Historic Preservation Office (SHPO). The NHPA establishes criteria for inclusion into the National Register of Historic Places (NRHP) and requires Federal agencies to consider the effects federal actions will have on historic properties.

Relationship to Other General Plan Elements

According to state planning law, the Cultural Resources Element must be consistent with the other General Plan elements. While all of the elements are independent, they are also interrelated to a degree. Certain goals and policies of each element may also address issues that are primary subjects of other elements. This integration of issues throughout the General Plan creates a strong basis for the implementation of plans and programs and achievement of the community's goals. The Cultural Resources

Element is most directly related to the Conservation & Open Space and Community Design Elements. Both the Conservation & Open Space and Community Design Elements address the protection of historical resources by requiring new development to be compatible with the surrounding historical resources.

Issues, Goals, and Policies

One major issue is addressed in the goals, policies and implementing actions of the Cultural Resources Element. This major issue is the preservation of historic, archaeologic and paleontologic resources within the City of San Juan Capistrano. The associated goals, policies and implementation actions are identified and discussed in the following section.

Preservation of Historic, Archaeologic and Paleontologic Resources

San Juan Capistrano is located in an area which has attracted humans both during prehistoric, as well as in historic times. This rich past has been incorporated into the fabric of the City and provides a link to the community's heritage and history. For example, the Mission and downtown area creates a focal point for the community and provides a sense of place. These resources have a value that needs to be protected and enhanced to maintain the historical quality and focus of the community.

Cultural Resources Goal 1: Preserve and protect historical, archaeological, and paleontological resources.

Policy 1.1: Balance the benefits of development with the project's potential impacts to existing cultural resources.

Policy 1.2: Identify, designate, and protect buildings and sites of historic importance.

Policy 1.3: Identify funding programs to assist private property owners in the preservation of buildings and sites of historic importance.

Related Goals and Policies

The goals and policies described in the Cultural Resources Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from other elements directly or indirectly support the goals and policies of the Cultural Resources Element. These supporting goals and policies are identified in Table CR-1.

Table CR-1
Related Goals and Policies by Element

General Plan Elements	Preservation of Historic, Archaeologic and Paleontologic Resources
Land Use	1.2
Housing	
Circulation	
Safety	
Conservation & Open Space	4.1, 5.2
Noise	
Cultural Resources	
Community Design	
Growth Management	
Parks & Recreation	
Public Facilities & Utilities	
Floodplain Management	

Cultural Resources Plan

The City of San Juan Capistrano has a rich history embedded in the early cultural settlement of the area by Native Americans and later by the establishment of the Mission San Juan Capistrano in the late 1700's. This heritage can be seen throughout the City from the historic Mission District and Mission San Juan Capistrano to the Spanish architectural themes that identify the entire community. The Cultural Resources Plan identifies cultural resources within the City worthy of preservation and protection, as well as programs which will help preserve these resources for the visitors and residents of San Juan Capistrano.

Preservation of Historic, Archaeologic and Paleontologic Resources

Historic and Archaeologic Resources

Evidence of human habitation in Orange County, including the San Juan Capistrano area, exists over 13,000 years. Early inhabitants appear to have subsisted through hunting and gathering. By 3,000 B.C., the local population exhibited an increased dependance on marine resources and acorns. This way of life continued until the Spanish arrived in the 18th century, at which time the Juaneno Indians occupied the area from the coast to the Santa Ana Mountains. When the Mission was established in San Juan Capistrano in 1776, the local Juaneno were gathered together at the Mission and were taught Christianity and European-style sufficiency.

The City's rich historic period began in 1776 with the establishment of the San Juan Capistrano Mission by the Spanish. By 1833, the secularization of mission lands by the Mexican government had begun and in 1834 the Pueblo de San Juan was created. When California became part of the United States, the Pueblo de San Juan was considered government land, and not recognized as an independent municipality. The town was surveyed and patented in 1876. Tourism in San Juan Capistrano began when the railroad arrived in 1881 and has continued to this day. The historic resources of the City are anchored by the Mission. The Mission forms the focal point for the Historic Town Center area of San Juan Capistrano. This area not only provides a strong base for tourism, but also is the basis for the City's Spanish character.

Since the 1960's, when several historic structures within the City were demolished, the community of San Juan Capistrano has identified the preservation of its cultural resources as an important factor to consider while evaluating future development within the City. To assist with historic preservation in the City, the Cultural Heritage Commission (CHC) was created by the City Council in May, 1977. The CHC has the following powers and duties:

- To act in an advisory capacity to the City Council, the Planning Commission, Parks and Recreation Commission, City staff and any other groups which the City Council might designate in all matters pertaining to the culture, heritage and history of the City;

- To compile, keep and maintain a list of all sites, structures, persons, events, and landmarks which have cultural or historical significance or importance and notify the owners of any item on the list of any special City requirements applicable to their property;

- To implement and administer studies and plans relating to matters of historical, cultural, paleontological or archaeological significance and to make recommendations on the designation and creation of historical, cultural, paleontological or archaeological districts;

- To recommend to the City Council an annual budget including: financing of the activities of this Commission; capital projects designed to protect the cultural heritage of the community; and funding programs available through state and federal agencies; and

- To undertake such other duties as may be assigned by the City Council.

Historic and Archaeologic Resource Surveys

As discussed above, one of the duties of the CHC is to compile and maintain the City's Inventory of Historical & Cultural Landmarks (IHCL). The IHCL includes 32 developed properties, six historic districts, and four historic streets. It is the intention of the City that all locally significant historical or cultural landmarks be included in the IHCL. However, some of these landmarks are sufficiently pristine and important that they merit national recognition. Such properties are listed in the National Register of Historic Places (NRHP) and groups of such properties are listed as districts.

A state inventory, the California Register of Historical Resources (CRHR) includes properties of importance at the state level. All properties listed in the NRHP are automatically included in the CRHR. The State of California also maintains an historical resources inventory which is administered by eleven regional offices. Orange County records are kept at the South Central Coastal Information Center at UCLA.

Historical Sites

San Juan Capistrano's Inventory of Historical and Cultural Landmarks (IHCL)

Thirty-two properties, six districts, and four streets are currently listed in the IHCL. It includes the Mission, the Mission kiln, the Santa Fe Railroad depot, a late 19th century dance hall, a church, a high school, a medical building, commercial buildings, and residences of various dates. Figure CR-1 depicts the location of these resources.

A few of the listings are potentially archaeological, but many of these, including the ten standing adobes, are also purely historical in character. The City's adobes, which probably represent the best inventory of adobe structures in southern California, represent three different eras including Spanish (1776-1820; Rios, Montanez, Silvas and Pablo Pryor Adobes), Mexican (1821-1847; Para, Blas Aguilar, Garcia, and Juzgado/Jose Antonio Yorba Adobes), and Statehood (post-1850; Juan Avila and Domingo Yorba Adobes). The four Spanish era adobes are especially interesting because they are believed to have been built by and for the neophyte residents of the Mission.

At least seven of the resources listed on the IHCL relate to late 19th century themes. These include the Santa Fe Railroad depot (transportation), the C. Russell Cook house and barn, the Joel Congdon farmhouse, and the Harrison farmhouse (agriculture), the Hot Springs dance hall (entertainment), and the old Fire Station Complex (public safety). Several residences of prominent late 19th century citizens could also be regarded as theme-related although these structures qualify as historical architectural resources (Judge Egan and Frank Forster homes).

Most of the remaining properties on the IHCL are important due to their architectural qualities. Late 19th century and early twentieth century styles include Victorian (e.g., Hankey/Rowse Cottage and Pryor/O'Neill Museum), Mission Revival (Frank Forster mansion), commercial brick storefront (Ferris Kelly

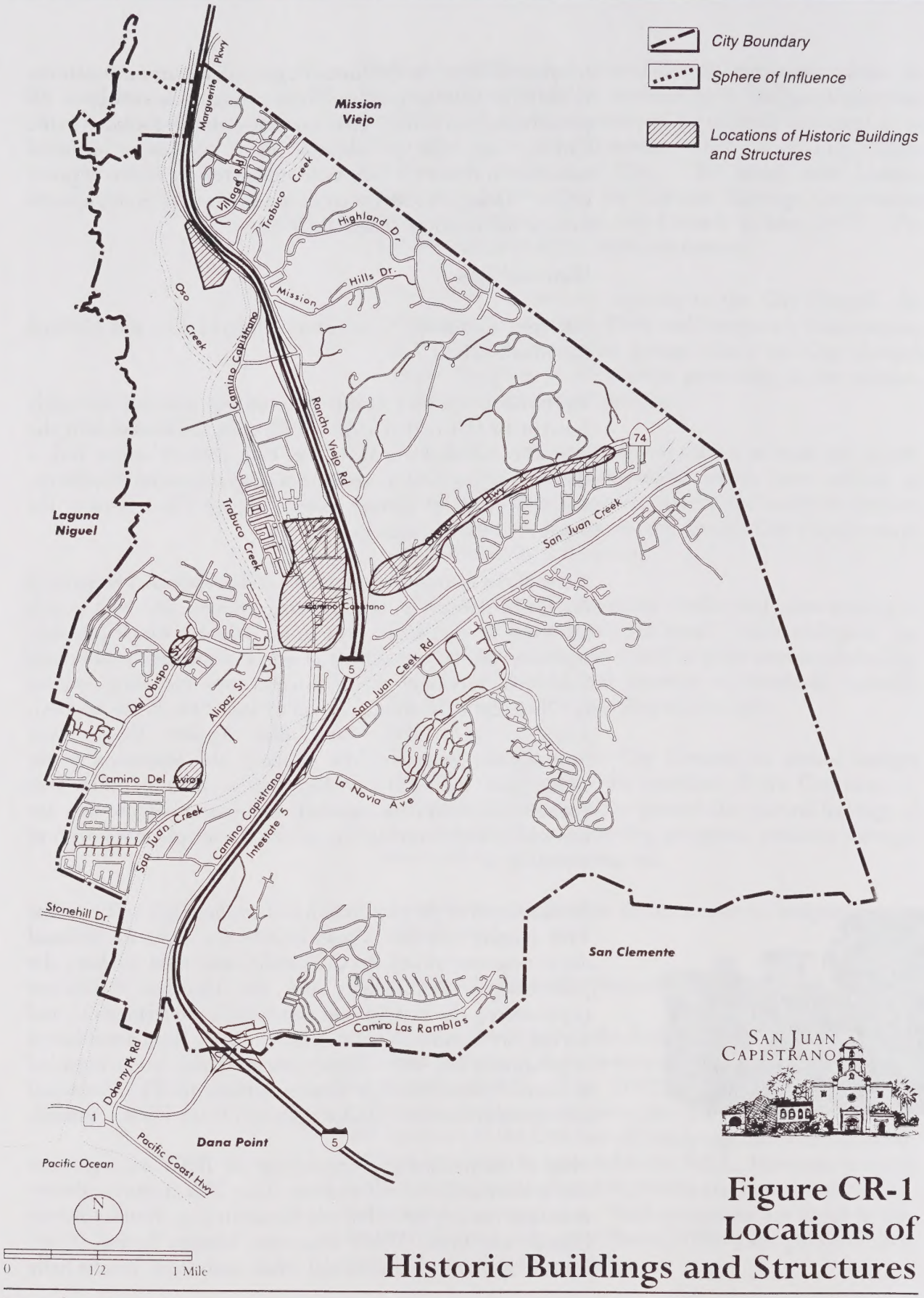


Figure CR-1 Locations of Historic Buildings and Structures

buildings), and pattern book vernacular (Stroschein House). Early contemporary architecture is represented by Moderne (old Union [Serra] High School) and Streamline Moderne (Esslinger Building).

The IHCL currently lists six historic districts:

- Mission Refuse Area
- Mission Cemetery
- River Street (within the Los Rios Historic District)
- Serra High School Site
- Los Rios Historic District
- Little Hollywood

With the exception of the Los Rios District, none of these properties comprise a "district" within the meaning of the NHPA or CEQA (i.e., an area encompassing multiple contributing properties).

The IHCL also lists four historic streets:

- Los Rios Street (from Del Obispo to Mission Street)
- El Camino Real (from La Zanja to Forster Street)
- Camino Capistrano (south of Mission to El Adobe Restaurant)
- Spring Street

List of Buildings and Sites of Distinction

The List of Buildings and Sites of Distinction serves as an inventory of resources which are regarded by the Cultural Heritage Commission as potentially eligible for addition to the Inventory of Historic and Cultural Landmarks. The List, which was established by the CHC in 1987, is an honorary designation which imposes no restrictions and conveys no benefits.

The List includes twelve 20th century residential properties, six commercial properties, the Presbyterian/Community Christian Church, Capistrano Union High School "C", and the San Juan Capistrano Public Library. A few of these structures have recently been added to the IHCL including the church, the Esslinger Building and the high school.

National Register of Historic Places (NRHP) Properties

There are currently one district and eight individual properties listed in the NRHP as follows:

- Los Rios Historic District
- Mission San Juan Capistrano
- Montanez Adobe
- Domingo Yorba Adobe
- Esslinger Building
- Para Adobe
- Frank A. Forster Mansion
- Harrison House
- Blas Aguilar Adobe (Casa de Esperanza)

Each of these properties is briefly described in the following paragraphs:

Los Rios Historic District: The Los Rios Historic District is the oldest neighborhood in California and includes three adobe homes built in 1794 as housing for families with ties to the Mission. Thirty-one buildings are included in the district which includes both sides of Los Rios Street between Del Obispo and Mission Streets. The Los Rios District was nominated to the NRHP in 1977 but listing was delayed for various reasons, including changes in the National Historic Preservation Act. The District was finally placed on the NRHP on April 4, 1983.

Mission San Juan Capistrano (Ortega Highway at Camino Capistrano): The old Mission is the focal point of downtown San Juan Capistrano and probably contributes more to the City's historic atmosphere than any other property. Built in 1776, the Mission property includes ten acres in the heart of town. Built around a large central courtyard, the cloister currently houses museum rooms and displays featuring the Late Prehistoric and Spanish eras.

Montanez Adobe (31745 Los Rios Street): Alfred Robinson, a visitor to San Juan Capistrano in the 1820's, wrote that unlike other towns, the Indians in San Juan Capistrano were housed in some forty adobe dwellings which were arranged around the mission in five or six neat blocks. Believed to have been built in 1794, the Montanez adobe was one of these dwellings. It received its name from Doña Polonia Montanez who was the religious instructor of the village children during the period from 1886 to 1910 when the Mission had no resident priest. The City restored the adobe in 1980.

Domingo Yorba Adobe (31871 Camino Capistrano): Believed to have been built around 1830, the adobe was the home of Domingo Yorba during the 1860's. The adobe has been owned by the Oyharzabal family since 1880.

Esslinger Building (31866 Camino Capistrano): Built in 1939, the Esslinger Building is one of only two 20th century NRHP structures in San Juan Capistrano (the other is the Forster mansion; see below). The listing is on architectural grounds, the medical building presenting an outstanding example of the Streamlined Moderne style of architecture. Particularly innovative is the use of glass block across much of the facade.

Para Adobe: The Para Adobe is located off the Ortega Highway about a mile east of the San Diego Freeway. The building belonged to Miguel Para who is listed in the 1850 Los Angeles County tax roll as a resident of San Juan Capistrano. It has been suggested that the building may have originally served as a barracks for Mission vaqueros.

Frank A. Forster Mansion (28232 Ortega Highway): Built circa 1910, the Forster residence is one of only two structures built in the Neo-Mission architectural style which was popular at the turn-of-the-century.

Blas Aguilar Adobe (Casa de Esperanza); 31806 El Camino Real): The Casa de Esperanza comprises the north wing of this building which once had a south wing called the Casa Tejada. The latter, which no longer exists, was said to have been built in 1794. The Casa de Esperanza is said to have been built by Blas Aguilar in the 1840's. Aguilar is included on the 1850 Los Angeles County tax roll.

Harrison House (27832 Ortega Highway): Built circa 1905, the Harrison farmhouse is associated with John Harrison who had purchased the property in 1917. The building is said to be an outstanding example of single-wall construction, a style unique to Southern California. The building was restored by the City and today serves as the office of the Capistrano Indian Council.

California Historical Resources Information System (CHRIS)

The California Historical Resources Information System (CHRIS) has identified eight existing historic structures including small residential complexes; one of which contains the last existing segment of the old Camino Real within the City limits. Other types of structures include a brick-lined cistern fed by the Mission zanja and a brick-lined well. The Ortega Highway (State Highway 74) is also listed.

Archaeological Sites

California Historical Resources Information System

Prehistoric Archaeological Sites: The records show that there are currently 43 prehistoric archaeological sites of varying significance within the City limits. While only one has been reported as destroyed, by freeway construction, it is probable that others have also been destroyed or damaged. Two of the archaeological sites have been reported to represent villages. Other recorded prehistoric archaeologic sites include milling stone and chipped stone scatters; campsites; a light milling stone scatter; and a milling stone cache.

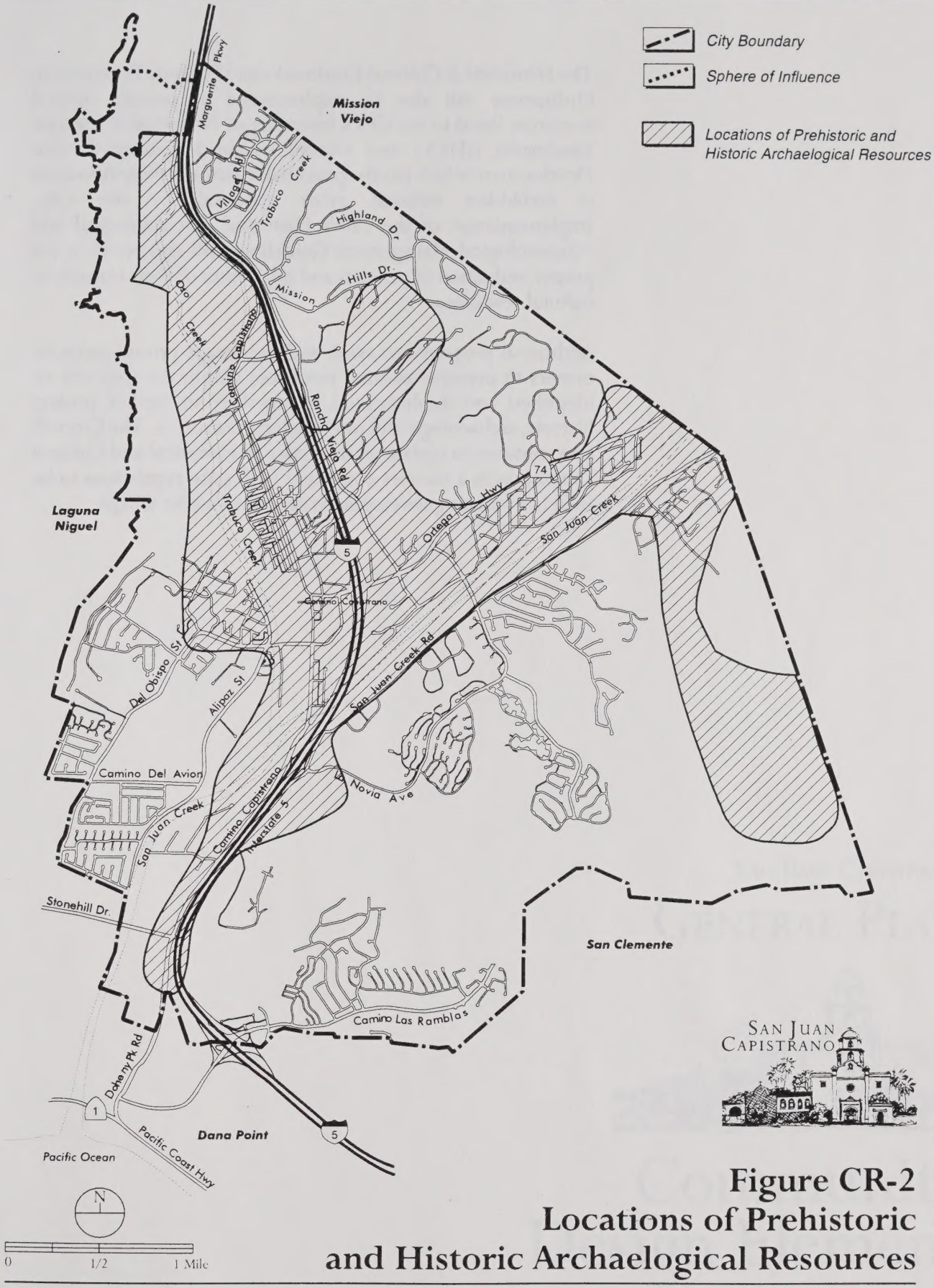
Historical Archaeological Sites: Ten historic archaeological locations are included in the CHRIS records. Most of these represent house foundations and at least one, formerly a brick house belonging to Judge Richard Egan, may include a prehistoric deposit.

Figure CR-2 depicts the general location of areas within the City which potentially contain sensitive archaeological resources. Due to the sensitive nature of these resources, specific sites are not located on Figure CR-2.

Paleontological Resources

Paleontological resources have been uncovered in various portions of the City. The valley area, with its alluvial deposits has less potential to produce fossils, while the older foothills have a higher potential to yield fossils. The Capistrano and Monterey Formations and San Onofre Breccia, mainly located in the eastern foothills of the City, are considered to be of high paleontologic importance. This is due to the numerous fossil sites which have been found in these bedrock units.

San Juan Capistrano will encourage the preservation and protection of the archaeologic, historic and paleontologic resources identified above through the application of the California Environmental Quality Act (CEQA). Development proposals will be evaluated under CEQA to assess their impacts to sensitive cultural resources. If significant impacts to cultural resources will result from the proposed development, appropriate modifications to the project, or mitigation measures, will be required.



SAN JUAN CAPISTRANO

Figure CR-2
Locations of Prehistoric and Historic Archaelogical Resources

The Historical & Cultural Landmarks and Historic Preservation Ordinances will also be implemented to protect cultural resources listed in the City's Inventory of Historical & Cultural Landmarks (IHCL) and located within a historic district. Development which has the potential to damage these resources is forbidden without prior approval by the City. Implementation of the City's Historical, Archaeological and Paleontological Management Guidelines will also result in the proper evaluation of projects and mitigation of their impacts to cultural resources.

Additional programs to assist and encourage private property owners to preserve cultural resources within the City will be identified and implemented by the City to further protect historic, archaeologic and paleontologic resources. The City will also continue to update its Inventory of Historical and Cultural Landmarks in a manner consistent with state regulations to be used in evaluating development proposals under CEQA.

San Juan Capistrano

General Plan

Community Design Element

Table of Contents

List of Tables

Introduction

Purpose of the Community Design Element

The Community Design Element addresses the conservation and enhancement of the visual quality of San Juan Capistrano's environment. During the past 25 years, the City of San Juan Capistrano, along with the southern Orange County region, has experienced rapid growth. New development creates pressure on the existing natural and human-created features that form the character of the community. The Community Design Element helps to protect and enhance the identity of the community by addressing: 1) the protection of the natural hillside and various views created by the hillsides; 2) the protection and enhancement of other natural features (e.g., major creeks and floodplains); 3) the preservation and enhancement of the historical character of the community; 4) the harmonious incorporation of new development into existing public and private development; and 5) the maintenance of the community's "small-village, rural atmosphere".

Scope and Content of the Community Design Element

The Community Design Element is not a state-mandated element, but is an important part of the San Juan Capistrano General Plan. The Element is comprised of three sections: 1) Introduction, 2) Issues, Goals and Policies, and 3) the Community Design Plan. In the Issues, Goals and Policies section, major issues related to preservation and enhancement of the community character of San Juan Capistrano are identified and related goals and policies are established to address these issues. The goals, which are overall statements of the community's desires are comprised of broad statements of purpose and direction. The policies serve as guides for preserving the identifying character of San Juan Capistrano. The Plan explains how the goals and policies will be achieved and implemented, while the General Plan Implementation Program, contained in Appendix A, identifies the specific implementation programs for this element.

Related Plans and Programs

A number of existing plans and programs exist which directly relate to the goals of the Community Design Element. Enacted through state and local action, these plans and programs are administered by agencies with responsibility for their enforcement. These plans and programs are described below.

California Environmental Quality Act (CEQA) and Guidelines

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects that might affect the environment. The provisions of the law and environmental review procedure are described in the CEQA Statutes and the CEQA Guidelines which were amended in 1998. Implementation of CEQA ensures that during the decision making stage of development, City officials and the general public will be able to assess the environmental impacts associated with private and public development projects.

Architectural Design Guidelines

San Juan Capistrano adopted Architectural Design Guidelines in January 1991. These Guidelines were created to implement the General Plan goals and policies for the preservation and enhancement of the character of San Juan Capistrano. The Guidelines serve to assist architects, design professionals and developers in preserving and enhancing the special qualities and fabric of the community. Also the guidelines are intended to provide assistance to persons preparing development proposals, non-residential and higher density residential (eight dwelling units per acre) projects, within the City.

Historic Depiction Program

City Council Policy 606 established the City's Historic Depiction Program (HDP). The HDP seeks to create architectural elements which provide historical context by emphasizing events, people and places which have been historically significant to the development of the community. The policy applies to all non-residential projects including commercial, industrial, institutional and similar uses.

City of San Juan Capistrano Zoning Ordinance

The City's Zoning Ordinance contains ordinances that address design related issues such as design review for certain projects, sign review and tree preservation. Implementation of these ordinances works towards protecting and enhancing the visual character of the community.

Relationship to Other General Plan Elements

While the Community Design Element is not a state-mandated element, state planning law does require that the Element be consistent with the other General Plan elements. Each of the elements forms an independent piece of the General Plan, yet all of the elements are interrelated to a degree. This interrelatedness and overlap between elements ensures that the community's goals are achieved through the policies and implementation programs contained in each of the elements. The Community Design Element is closely related to the Land Use, Conservation & Open Space, Safety, Housing and Cultural Resources Elements.

The Land Use Element and Community Design Elements work together to mold the physical appearance of the community. The Land Use Element establishes the general type, location and amount of each land use within the City, while the Community Design Element guides the visual appearance of the development allowed under the Land Use Element. The Land Use, Conservation & Open Space, and Safety Elements also include policies to preserve large areas of open space which assist in the preservation of the rural and natural visual character of the community and benefit the safety of residents by limiting development in high risk areas.

The Housing Element is also affected by the Community Design Element. The design criteria contained in the Community Design Element impose design constraints on residential development, especially in the hillside areas where the size and mass of residential development should be controlled to limit the visual impact. Since the character of the community is intertwined with the City's history, the Community Design Element helps to implement the Cultural Resources Element by establishing criteria for maintaining the historical integrity of the community.

Issues, Goals, and Policies

The visual character of San Juan Capistrano, a community within a beautiful valley surrounded by natural hillsides, distinguishes it from surrounding areas. This character is also established through the architectural styles of buildings and the community's historic features.

Three major community design issues are addressed in the goals, policies and implementation actions of this Element. These major issues are related to the City's image and identity and include: (1) preserving and promoting those characteristics of the community which create a sense of place; (2) preserving the historical character of San Juan Capistrano; and (3) preserving and enhancing the natural features which contribute to the visual character of the City. Each issue and its related goals, policies and implementation actions are identified and discussed in the following section.

Image and Identity

San Juan Capistrano traditionally has had a strong identifiable sense of place. Large amounts of open space, a rural and village atmosphere, high-quality architectural design, and the historic character of the community identify San Juan Capistrano as its own distinct place. The City also has multiple entryways which can be enhanced to define this sense of place. Preservation and promotion of those features which contribute to this sense of place are important.

Community Design Goal 1: Encourage and preserve a sense of place.

Policy 1.1: Preserve significant amounts of land and important natural features for open space.

Policy 1.2: Encourage high-quality and human scale design in development to maintain the character of the City.

Policy 1.3: Encourage the participation by all members of the community in activities which promote the City and create local pride.

The Mission and the Spanish history, as well as the Native American and Mexican heritage of San Juan Capistrano can be seen in its architecture and design. The scale of existing

development reflects the City's small-village, rural past. To preserve the character of the City, new development will need to complement the historic theme of the City while meeting the needs of newer residents and business economic development.

Community Design Goal 2: Preserve the historic character of the community.

Policy 2.1: Encourage development which complements the City's traditional, historic character through site design, architecture, and landscaping.

San Juan Capistrano is surrounded by hills, with three creeks traversing the valley floor. These features, along with the large amounts of open space remaining within the City contribute to its character and provide visual quality for the community.

Community Design Goal 3: Preserve and enhance natural features.

Policy 3.1: Limit development of important natural characteristics such as ridgelines, unique hillside features and creeks.

Policy 3.2: Encourage the recreational use of natural features, such as hillsides and creeks.

Policy 3.3: Preserve and enhance scenic transportation corridors, including Interstate 5 and the railroad.

Policy 3.4: Preserve important viewsheds.

Related Goals and Policies

The goals and policies described in the Community Design Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from other elements directly or indirectly support the goals and policies of the Community Design Element. These supporting goals and policies are identified in Table CD-1.

Table CD-1
Related Goals and Policies by Element

General Plan Elements	Community Design Issue Area Image and Identity
Land Use	1.2, 2.2, 3.1, 3.2, 4.1, 4.2, 4.3, 5.1, 7.1, 7.2, 7.3, 7.4
Housing	
Circulation	1.1, 3.1, 4.1
Safety	1.2
Conservation & Open Space	1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 2.4, 3.1, 3.2, 4.1, 4.1, 5.2, 5.3, 7.3
Noise	1.1, 1.2, 2.1, 2.2, 2.3, 3.1
Cultural Resources	1.1, 1.2,1.3
Community Design	
Growth Management	
Parks & Recreation	2.1, 2.2, 2.3
Public Facilities & Utilities	
Floodplain Management	1.1, 2.1, 2.2, 3.1, 3.2

Community Design Plan

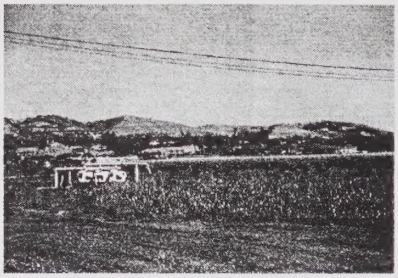
The community of San Juan Capistrano is fortunate to contain many natural and human created features which form the City's unique physical character. By addressing these features in its General Plan, the community has the unique opportunity to conserve and develop a series of interrelated environments that enhance the traditional character of the City. The Community Design Plan develops a design framework to guide future development and redevelopment to ensure continuity of the community's image and identity.

Image and Identity

As stated in the introduction to this Element, the Community Design Plan helps to protect and enhance the image and identity of the community by addressing: 1) the protection of the natural hillsides and various views created by the hillsides; 2) the protection and enhancement of other natural features (e.g., major creeks and floodplains); 3) the preservation and enhancement of the historical character of the community; 4) the harmonious incorporation of new development into existing public and private development; and 5) the maintenance of the community's "small-village, rural atmosphere". To address these issues, the Plan focuses in the following design factors:

- Building materials, including roofing materials;
- Building placement in terms of views both to and from surrounding areas;
- Building height (form and mass of building structures);
- The scale and form of already developed areas and their relationship to existing open spaces;
- The use of landscaping;
- The design and placement of other structures (signs, freeways, utility towers, etc.); and,
- The general treatment of hillsides to create buildable sites.

Using the above design factors as a basis, specific design considerations have been identified for specific areas and land uses within the community. These design considerations should be incorporated into the design of development proposals for the identified areas or land uses. By incorporating the following considerations into new development and redevelopment, impacts to the existing character and identity of the City will be minimized.



The General Community

Implementation of the following design criteria will ensure that development throughout the community includes the traditional historic, small-village themes which characterize the City:

- Compatibility of building materials with the natural and existing human environment;
- Use of low building profiles;
- Use of visually pleasing roof materials, especially for buildings in the valley areas visible from surrounding hillsides;
- Use of open space to distinguish and separate different types of land use;
- Discouragement of large, sterile expanses of uses such as large parking lots or storage yards;
- Use of landscaping;
- Sensitive treatment of the natural topography, including ridgelines;
- Integration of pedestrian and bicycle trails into the open space network;
- Inclusion of energy conservation measures in new project design;
- Use of appropriate spaces or screening buffers between conflicting uses; and,
- Sign controls.

Mission District

The following design criteria for the Mission District work to create a human-scaled downtown area which encourages people to walk and interact with each other in a rural, small town atmosphere:

- Consideration of the Community Design goals and policies contained within the Historic Town Center Master Plan;
- Centralization of parking areas in more convenient locations (not necessarily tied to each existing or proposed use);
- Well-designed pedestrian access for both new and existing uses;
- Use of open space in the district to promote a small-scale, rural atmosphere;
- Use of plazas, patios and arcades;
- Compatibility of building materials;
- Development of coordinated graphic designs for private and public signs;

- Consideration of specialty design themes for certain portions of the Mission District; and
- Building heights in the Mission District must not overshadow the existing heritage; building heights shall be kept to a minimum and should generally not exceed two stories. Three story elements should only be considered if the overall height would not exceed a common two-story structure.

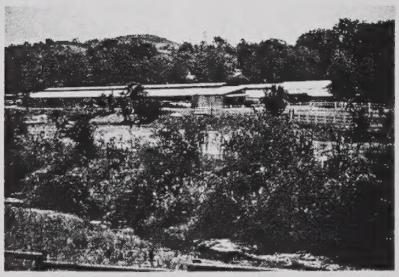
Other Neighborhood Commercial Areas

Understanding that not all commercial activity will occur within the downtown area, the criteria which follow will ensure that those neighborhood commercial centers located throughout the community blend into the environment and enhance the surrounding community:

- Emphasis on clustering commercial activities;
- Development of integrated centers, with emphasis on pedestrian access and useable open spaces;
- Building designs that are sensitive to view from all sides;
- Sensitivity to the natural contours of the site;
- Appropriate use of screening materials for peripheral areas;
- Adequate parking area landscaping; and
- Upgrading of existing commercial areas.

Permanent Open Space

With 40 percent of the City preserved for permanent open space, open space areas form a large part of the visual character of the community. The subsequent Permanent Open Space criteria help to preserve and protect this resource from surrounding development:



- Development of an integrated bicycle, pedestrian and equestrian trails system in open space areas;
- Imposition of strong design controls on uses adjacent to open space areas;
- Maintenance of Trabuco, San Juan and Oso Creeks in as natural a state as possible while protecting life and property; and;
- Development of incentives that encourage designs integrated with permanent open space features.

Circulation Corridors

With Interstate 5 bisecting San Juan Capistrano, and several major arterials traversing the City, the following criteria work to minimize the impacts of the circulation system on the surrounding community:

- Maintenance, where feasible, of open space alongside freeways;
- Use of sound barriers, and other sound attenuating elements along heavily traveled highways or other major transportation routes;
- Use of minimal street widths in hillside areas;
- Use of the following design standards for scenic highways or corridors:1) prohibition of on-street parking except in certain designated areas; 2) undergrounding of utilities; 3) the use of rolled curbs, where feasible; 4) the extensive use of landscaped parkways and median strips; 5) the extensive use of setbacks to soften urban developments; and, 6) the use of a variety of materials for sidewalks;
- Physical separation of vehicular and non-vehicular traffic in scenic corridors; and,
- Minimization of night lighting, particularly along Interstate 5 and at the entry points to the City.

Hillside Residential

Surrounded by hillsides, the subsequent Hillside Residential criteria provide guidelines which will preserve the visual character of the City, while allowing well-designed residential development to occur:

- Maintenance of a low, horizontal profile;
- Preservation of unique natural topographical features;
- Maximization of views and open space;
- Sensitivity to conflicting views from one unit to another;
- Discouragement of building masses that impact ridgeline views;
- Well-planned lot sizes in relation to the existing topography;
- Sensitive location of streets to the natural topography; and,
- Discouragement of street lighting except at selected intersections.

Residential Valley Areas

The valley floor contains the highest concentration of residential development, and also contains much of the community's

historical and natural resources. The criteria which follow encourage the design of attractive residential communities which enhance the valley floors and encourage higher density residential development:

- Clustering of structures to maximize open space areas;
- Well-planned use of both one- and two-story structures;
- Use of curvilinear streets;
- Encouragement of more useable open spaces (both for active and passive uses);
- Encouragement of high building design quality; and,
- Encouragement of large building masses, particularly in higher density areas.

Industrial Developments

Industrial development provides revenue sources for the community, but can also create large areas of hard surfaces which detract from the visual character of the community. The following Industrial Development criteria promote industrial designs which will be more compatible with the surrounding community:

- Use of large landscaped setbacks from heavily traveled streets;
- Use of high quality building materials;
- Appropriate screening of outdoor storage areas or equipment; and,
- Discouragement of industrial uses that typically fail to meet design standards.

Scenic Corridors

Major travelways including both vehicular and rail provide the public with a visual image of the quality of life envisioned by the community. The following design criteria is provided to ensure that these scenic corridors are developed with a sense of care to aesthetic values:

- Buffer to screen existing unslightly features outside of the right-of-way.
- Use of innovative design features for bicycle, sidewalks, equestrian trails, boundary walls, and parkways.
- Attention to building design features that are proposed adjacent to a scenic corridor.

Scenic corridors include designated arterials contained in the Circulation Element and the railroad corridor that passes through the City.

Public Facilities

Public development also contributes to the visual appearance of a city. The following design criteria ensure that public development will also benefit the community:

- Use of similar design standards as those imposed on private developments;
- Use of appropriate landscape screening in large asphalt areas, such as parking, tennis courts or playgrounds.
- Encouragement of passive recreational facilities in public areas; and,
- Integration of public facilities with the streetscape.

In addition to enforcing the design criteria identified above, the City will also develop a design and improvement plan which will follow themes found throughout the community by enhancing visual characteristics, including landscaping and identification graphics, and physical improvements to lighting and major public thoroughfares and activity areas. The design and improvement plan will be based on the City's Capital Improvement Plan (CIP).

The City will also implement its adopted Architectural Design Guidelines which serve to assist developers of non-residential and higher density residential (eight dwelling units per acre or more) in the design of their projects. Implementation of the Guidelines will create new development which enhances and is consistent with the existing visual fabric of the community.

The City has adopted a Historic Depiction Program which it will continue to implement. The Historic Depiction Program is applied to all non-residential projects. The resulting architectural features which are incorporated into non-residential projects, reflect the City's past by emphasizing events, people and places important to the community.

Implementation of the California Environmental Quality Act (CEQA) by the City will ensure that development proposals evaluated by decision makers in San Juan Capistrano have been properly studied, and that the public is aware of the project's potential impacts to the environment, including the visual environment.

Recognizing that the visual character of the community is not solely dependant on its buildings, but also on the surrounding landscape, the City will implement its landscaping standards and Street Tree Master Plan. Similarly, the City will assess proposed landform changes associated with new development to ensure that changes to environmental features will not result in negative environmental or visual impacts.

Exterior Lighting

To balance the goals of the General Plan to maintain a small-village, rural atmosphere, with the need to provide for the safe movement of vehicles and people, exterior lighting levels should be the minimum necessary to protect the public safety. Lighting in the community should meet the following design criteria:

- Within residential neighborhoods in hillside areas, street lights should be minimized and located at street intersections, curves in streets and at the end of cul-de-sacs.

- Within non-residential areas, both pedestrian and parking lot lighting should be set at the minimum levels recommended by the illuminating Engineering Society for public safety.

- Recreation lighting should require special studies and analysis to minimize light intrusion into adjacent neighborhoods.

San Juan Capistrano

General Plan

Growth Management Element

Table of Contents

List of Tables

Introduction

San Juan Capistrano is located in the fast growing region of south Orange County. Growth and the expansion of public facilities must be viewed in a regional context. Growth in the surrounding communities affects San Juan Capistrano, as the surrounding communities are affected by growth occurring in San Juan Capistrano. This is especially true for increases in traffic congestion on major roads resulting from new development.

The City has few large undeveloped parcels which have not been developed or approved for development and the community is approaching the buildout scenario identified in this General Plan. Most of the City is sufficiently served by utility infrastructure and public services. Proper management and phasing of growth in concert with augmenting the capacity of infrastructure and public facilities, as identified in the Circulation, Conservation & Open Space, Parks & Recreation, Public Services & Utilities, and Floodplain Management Elements will ensure sufficient service for San Juan Capistrano residents and businesses. Continued coordination between local and regional jurisdictions will allow the City to participate in efforts to balance growth in Southern California with regional infrastructure systems, and to reduce adverse effects from regional growth on San Juan Capistrano.

Purpose of the Growth Management Element

The purpose of the Growth Management Element is to assure that capital facilities are planned and provided in a manner which will adequately serve current and future residents of the City of San Juan Capistrano and the region. New development will require additional public services and infrastructure. Standards for public services and infrastructure are identified in the Circulation, Conservation & Open Space, Parks & Recreation, Public Services & Utilities and Floodplain Management Elements of this General Plan. Based on the evaluation in these Elements, the phasing of new development will be coordinated with the required expansions of services and infrastructure to assure that the level of public service and infrastructure is not diminished by increased population levels. The Growth Management Element recognizes that issues of growth and expansion of public services and infrastructure are regional concerns which must be addressed in a coordinated, interjurisdictional effort.

Scope and Content of the Growth Management Element

The Growth Management Element is not a state-mandated element. The basis for this element is Measure M which requires Orange County cities to adopt a growth management element to receive funds for transportation improvements. The element also implements the goals of the County of Orange Congestion Management Plan, the Southern California Association of Governments (SCAG) Growth Management Plan, and the South Coast Air Quality Management Plan. All of these regional plans are summarized in the next section entitled Related Plans and Programs.

The Growth Management Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Growth Management Plan. In the Issues, Goals and Policies section, major issues related to the provision of planned growth are identified and related goals and policies are established. The goals are overall statements of the City's desires and are comprised of broad statements of purpose and direction. The policies serve as guides for planning infrastructure and facility improvements to accommodate acceptable service levels while development occurs and coordinating with local and regional jurisdictions to phase growth with capacity enhancement of regional facilities. The Plan explains how the goals and policies will be achieved and implemented. Specific implementation programs for this element are contained in the General Plan Implementation Program.

Related Plans and Programs

Several existing plans and programs directly relate to the goals of the Growth Management Element. These plans and programs have been enacted through state and local actions, and are administered by agencies with powers to enforce state and local laws. Many of the issues within the Growth Management Element, such as circulation, regional growth, and the provision of public services, are regional in nature and are addressed in other agencies plans and programs, as described below.

Revised Traffic Improvement and Growth Management Ordinance (Measure M)

Orange County voters approved Measure M in 1990 to allocate additional funds to provide needed transportation facilities in Orange County. Measure M specifically authorizes a half-cent retail sales tax increase for a period of 20 years effective April 1, 1991. The monies received from Measure M are returned to local jurisdictions for use on local and regional transportation improvements and maintenance projects. The tax is estimated to raise approximately $3.1 billion countywide over the next 20

years. To qualify for this revenue, Measure M requires that each city comply with the Countywide Traffic Improvement and Growth Management Program. This program is designed to achieve a cooperative process among local Orange County jurisdictions to coordinate and implement traffic improvements and stronger planning on a countywide basis.

To receive its allocation of Measure M funds, each city must submit a statement of compliance with the growth management components which are summarized as follows:

1. Adoption of a Growth Management Element that includes:

    - Traffic Levels of Service (LOS) standards;
    - Development mitigation program; and,
    - Development phasing and annual monitoring program.

2. Participation in interjurisdictional planning forums.

3. Development of a seven-year Capital Improvement Program.

4. Address housing options and job opportunities.

5. Adoption of a Transportation Demand Management Ordinance.

Measure M establishes different Growth Management Element requirements for both developed and developing communities. San Juan Capistrano is considered a developed community. The City is primarily urbanized and public facility and utility infrastructure is established. The majority of future development will occur as in-fill projects since most of the remaining large areas of vacant land are preserved for open space. As a developed community, San Juan Capistrano's Growth Management Element is only required to address the transportation-related requirements of Measure M. However, the City has expanded the scope of the element to address other public facilities to better monitor development within the community.

Southern California Association of Governments (SCAG) Growth Management Plan

Development of the City is also subject to the SCAG Growth Management Plan. This plan recommends ways to redirect regional growth to minimize traffic congestion and improve

environmental quality in the County. The goals of the SCAG Growth Management Plan include balancing jobs and housing.

The South Coast Air Quality Management District (AQMD) supports the SCAG Growth Management Plan through implementation of the Air Quality Management Plan (AQMP). The AQMP mandates a variety of measures to reduce traffic congestion and improve air quality. To comply with the AQMP, the City has adopted an Air Quality Implementation Plan to meet the requirements for local jurisdictions as identified in the regional AQMP. New development in the City must comply with the Air Quality Implementation Plan.

Orange County Congestion Management Plan

Assembly Bill 471 (AB 471), as subsequently modified by Assembly Bill 1791, requires every urbanized city and county with a population of 50,000 or more persons to adopt a Congestion Management Plan (CMP). A jurisdiction which does not comply with the CMP will lose gas tax revenues to which it would otherwise be entitled. While San Juan Capistrano has a population under 50,000, the City is situated within a County with a population of approximately 2.7 million persons. The City has participated in the preparation of a countywide CMP coordinated by the County of Orange. The City continues to work with Orange County staff on implementation of the Congestion Management Plan.

Orange County Growth Management Element

The purpose of the Orange County Growth Management Element is to ensure that the planning, management and implementation of traffic improvements and public facilities are adequate to meet the current and projected needs of Orange County. The County of Orange is divided into eleven Growth Management Areas (GMAs) and the City of San Juan Capistrano is located in GMAs 9 and 11. The Element establishes the following five major policies:

1. Development Phasing: Development will be phased according to Comprehensive Phasing Plans (CPPs) adopted by the County. Phasing is limited to roadway and public facility capacities;

2. Balanced Community Development: Development will be balanced to encourage employment of local residents, and both employment and employee housing in the County, as well as in individual GMAs;

3. Traffic Level of Service: Future development creates the need for improvements to major intersections significantly impacted by growth, and a development fee program is included to pay for improving affected intersections on a pro-rata basis.

4. Traffic Implementation Programs: The Element requires that all new development provide necessary transportation facilities and intersection improvements as a condition of development approval.

5. Public Facility Plans: The Element requires comprehensive public facility plans for fire, sheriff/police and library services. New development participates on a pro-rata basis.

To implement the above policies, the Growth Management Element sets forth four implementation programs:

- Growth Management Areas (GMAs): The Element calls for the establishment of Growth Management Areas to implement the Comprehensive Phasing Plans.

- Facility Implementation Plans (FIPs): These plans address the financing of transportation, police/sherif's department, fire, library facilities and flood control for each GMA in accordance with the goals, objectives and policies of the Growth Management Element.

- Countywide Implementation of Growth Management Plan: This involves an annual evaluation of compliance with development phasing, planned roadway and/or public facility development, and maintenance of service levels.

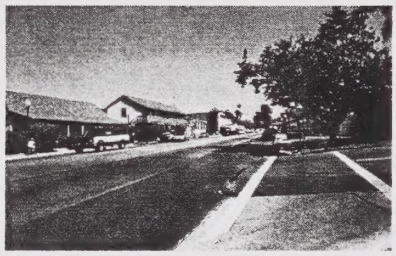
- Traffic Improvement/Public Facility Development Agreements: This program requires that any public service or traffic improvements implemented through Development Agreements must be consistent with the overall Orange County Growth Management Element.

The Orange County Growth Management Element further provides that additional implementation programs may be developed as deemed necessary by the County.

Relationship to Other General Plan Elements

According to state planning law, the Growth Management Element must be consistent with the other General Plan elements. Each element is independent and all the elements together comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and

policies of each element may also address issues that are primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals. The Growth Management Element is most directly related to the Land Use, Circulation, Conservation & Open Space, Parks & Recreation, Public Services & Utilities, and Floodplain Management Elements.



Land use policies contained in the Land Use Element establish the basis for determining the ultimate need for and location of public facilities. Also, the land use designations determine the ultimate, and to a large extent, the fiscal ability of the community to generate the necessary revenues to support needed public services.

Transportation is the primary focus of growth management effort and the City's General Plan circulation system establishes the fundamental components of that system. Additions, amendments, deletions, or changes in road classification of the circulation system directly affect service levels and the cost of funding the City road improvements.

The Conservation & Open Space Element, Parks & Recreation Element, Public Services & Utilities Element, and Floodplain Management Element each establish specific service objectives for the City. The City must assure that any decisions related to the policies of those elements are consistent with the Growth Management Element.

Issues, Goals, and Policies

Four major issues are addressed in the goals, policies and implementation actions of the Growth Management Element. These major issues are related to the need for interjurisdictional coordination and cooperation and include: (1) insuring rational and orderly growth so that public services and infrastructure can be provided to new development; (2) working to provide sufficient regional transportation facilities to meet the transportation needs of the community; (3) providing a balance between jobs and housing within the City; and, (4) coordinating and cooperating with other public agencies to address regional issues and take advantage of regional opportunities.

Interjurisdictional Coordination and Cooperation

The City of San Juan Capistrano has experienced substantial growth over the past 25 years. Due to its unique near-coast location and physical environment, San Juan Capistrano has been and will continue to be subject to population growth pressures. With additional growth comes the need for expanded public services and infrastructure. To assure that new development does not negatively impact the existing levels of public service provided by the City, there is the need to ensure that new development will occur at the time that public services and infrastructure can be economically and efficiently provided. In addition, planning for future growth is also required by Measure "M", passed by Orange County Voters in 1990. To qualify for Measure "M" transportation funds, the City of San Juan Capistrano must plan for the rational and orderly growth of the City.

Growth Management Goal 1: Coordinate rational and orderly growth that assures the economic and efficient provision of public services and infrastructure to new development.

Policy 1.1: Continue to implement service standards for public services and infrastructure which provide sufficient services to community residents and businesses.

Policy 1.2: Approve only those development proposals for which there is sufficient funding through the developer, City, or other agency to provide a level of public service and infrastructure which meet the established goals.

Policy 1.3: Monitor growth to ensure that service standards are achieved.

Many components of the regional transportation system are not adequately sized to accommodate existing and projected growth. In response to this situation, Orange County voters approved a measure (Measure M) in 1990 to allocate additional funds to provide needed transportation facilities.

Growth Management Goal 2: Provide sufficient regional transportation facilities.

Policy 2.1: Work closely with the OCTA, Caltrans, surrounding jurisdictions, and other transportation agencies to obtain needed transportation funding and facilities.

Policy 2.2: Encourage the expansion of alternative means of regional public transportation.

Creating communities where people can both live and work in relatively close proximity shortens commuting and encourages the use of alternative forms of transportation to and from work. This can reduce overall traffic congestion and improve regional air quality.

Growth Management Goal 3: Provide for a balance of jobs and housing through land use planning.

Policy 3.1: Consider jobs/housing balance in the City and region as a factor in land use decision-making.

San Juan Capistrano is one of over 30 cities in Orange County and many issues affecting the City can only be resolved through regionally coordinated efforts. Issues such as traffic, solid waste, and air quality can only be solved through cooperation.

Growth Management Goal 4: Coordinate and cooperate with other public agencies to address regional issues and opportunities.

Policy 4.1: Participate with other public agencies in cooperative efforts to address important regional issues.

Policy 4.2: Monitor major new developments proposed in adjacent communities to ensure that impacts on San Juan Capistrano are mitigated.

Related Goals and Policies

The goals and policies described in the Growth Management Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from other elements directly or indirectly support the goals and policies of the Growth Management Element. These supporting goals and policies are identified in Table GM-1.

Table GM-1
Related Goals and Policies by Element

General Plan Elements	Growth Management Issue Area
	Interjurisdictional Coordination and Cooperation
Land Use	1.1, 1.2, 1.3, 2.1, 7.2, 7.3
Housing	
Circulation	1.2, 1.3, 1.4, 1.5, 2.1, 2.2, 2.3, 3.1, 5.1, 5., 5.3
Safety	
Conservation & Open Space	5.1, 6.1, 6.2, 6.3 6.4, 6.5, 7.1
Noise	
Cultural Resources	
Community Design	
Growth Management	
Parks & Recreation	1.2
Public Services & Utilities	1.1, 1.2, 2.1, 2.2, 3.1, 3.2, 4.1, 5.1, 6.1, 7.1, 7.2, 7.3, 7.4
Floodplain Management	

Growth Management Plan

Sustainable growth and development in San Juan Capistrano and the region is dependant on the availability of sufficient levels of public services and infrastructure. New development must correspond to capacity improvements and the extension of new facilities. The Growth Management Plan works in conjunction with the Plans contained in the Circulation, Conservation & Open Space, Parks & Recreation, Public Services & Utilities and Floodplain Management Elements. Together, these Plans represent the City's approach for managing development and public services and facilities. The Implementation Program for each of these Elements is an extension of the respective Plan and contains specific programs to coordinate planned development with public infrastructure and facility improvements.

Interjurisdictional Coordination and Cooperation

Sufficient levels of public service and infrastructure are necessary to protect the public and the quality of life for the community. Levels of service standards for law enforcement, fire protection, public education facilities, community centers/civic uses, libraries, water and sewer, power, communications, and solid waste disposal are identified in the Public Services & Utilities Element. Level of service standards for parks and recreation facilities are addressed in the Conservation & Open Space and Parks & Recreation Elements, while flood control facilities are addressed in the Floodplain Management Element. The City will continue to work with service providers to ensure that sufficient levels of service are provided to the community, and that new development only occurs when service providers are able to expand services and infrastructure.

An efficient local and regional transportation system will support economic activity, enhance living and improve air quality conditions. As development occurs and traffic levels rise, the efficiency of the transportation system can be maintained by expanding the capacity and making system improvements. The City uses level of service (LOS) standards to assess system performance and when improvements are necessary. Use of LOS standards are described in the Circulation Element. The LOS standards will be maintained through the following implementation programs which are described in the Circulation Element and the Implementation Program.

The City, in compliance with City Council Policy 111, "Fair Share Methodology", will require that all new development

projects, as part of the entitlement review process, fund to construct those traffic system improvements which are necessary to serve the project or which the project will significantly impact. The City will also ensure that new development projects pay for their share in the regional traffic impacts. In addition, all new development will be required to install all necessary traffic facilities and public infrastructure improvements prior to the issuance of use and occupancy permits. Large scale projects will be required to adopt and implement a specific construction phasing and mitigation program.

As outlined in the Circulation Element, San Juan Capistrano will also annually review and establish road improvement priorities in the seven-year Capital Improvement Plan (CIP) for City-maintained street. The City's adopted Transportation Demand Management (TDM) Ordinance will continue to be implemented, and the City will also develop and implement an Annual Review process to monitor existing infrastructure and identify projects and funding mechanisms necessary to maintain adopted service levels.

The major metropolitan areas in Southern California have generally developed residential areas that are far removed from employment centers. As a result, residents must daily commute long distances on the freeway systems that link residential and employment centers. The intensive automobile activity from commuting has caused significant traffic congestion and air quality problems. Developing employment opportunities in predominately residential subregions is missing to improve traffic and air quality conditions.

San Juan Capistrano has been developed primarily with residential uses with some commercial and light industrial uses supporting the community. The City and the surrounding subregion are considered "housing-rich" and many residents drive to other parts of the county or to outside counties for employment. The City intends to address this trend through the land use planning and development process.

In the Land Use Element, the City has identified underperforming commercial parcels and redesignated them for viable employment generating land uses. The City will work to encourage the redevelopment of these sites, as well as development of the remaining vacant land designated for employment uses. Creating a community where people can

both live and work will shorten commutes and encourage the use of alternative forms of transportation. Less emissions will be generated from automobile use and regional air quality problems will be incrementally improved.

Because population and urban growth are regional phenomena and have regional effects, coordination and cooperation between jurisdictions is necessary to protect environmental quality and maintain adequate infrastructure. San Juan Capistrano will participate with other local jurisdictions, special districts and regional agencies to forge special solutions to regional growth problems, including air quality issues, solid waste disposal, traffic, jobs/housing balance and natural resources preservation. As an indirect benefit of interjurisdictional coordination and cooperation, development in adjacent areas and potential impacts to San Juan Capistrano can be better monitored.

The plan to improve interjurisdictional coordination and cooperation includes the following actions being taken by the City:

- Cooperate with the County of Orange, the Orange County Transportation Authority (OCTA) and other local jurisdictions through the Regional Advisory and Planning Council (RAPC), or other appointed bodies, to implement Measure M and the development of future revisions;

- Work with interjurisdictional forums (such as the City-County Coordinating Committee) to make sure that the City's fees are consistent with minimally acceptable impact fees for application in the Growth Management Areas (GMAs 9 and 11);

- Participate in the interjurisdictional planning forums for the GMAs 9 and 11 to discuss implementing traffic improvements, cooperative land use planning and appropriate mitigation measure for development projects with multi-jurisdictional impacts;

- Work with interjurisdictional planning forums to improve the subregional balance of jobs and housing;

- Cooperate with the County of Orange in implementing the Facility Implementation Plans and collaborating in the Development Monitoring Program;

- Cooperate with state, county and local governments in planning and implementing the City's Circulation Element, and coordinating efforts to ensure orderly development; and

- Coordinate population, housing, employment and land use projections with the state Department of Finance, Southern California Association of Governments (SCAG), the County of Orange Development Monitoring Program, and local school and water districts.

- Continue to cooperate with the County of Orange in annually updating the Congestion Management Plan (CMP) pursuant to AB 471 requirements. Participating in the annual CMP update will ensure that the City receives its share of state gasoline sales tax revenue for transportation improvements.

- Monitor proposals for major new development in areas outside of San Juan Capistrano for potential impacts to the region and the City. Monitor regional and local transportation system, air quality impacts, open space and sensitive habitat fragmentation, impacts to regional landfill capacity, and exacerbation of the regional jobs/housing imbalance.

San Juan Capistrano

General Plan

Parks & Recreation Element

Table of Contents

List of Tables

List of Figures

Introduction

Some of San Juan Capistrano's most valuable assets include its parks, recreational facilities, hiking, biking and equestrian trails and natural open space. Parks and facilities for recreational activities contribute significantly to the quality of life of the City's residents. The Parks & Recreation Element focuses on the provision and maintenance of parks, recreational facilities and hiking, biking, and equestrian trails within the City.

Purpose of the Parks & Recreation Element

The Parks & Recreation Element is not a mandatory element under state planning law. The City elected to include the Parks & Recreation Element due to the importance of parks and recreational facilities in the community, and the close relationship between the provision of parks and the enhancement of open space areas. The Parks & Recreation Element includes goals, policies and plans to ensure the provision and maintenance of adequate parks and recreational facilities to meet the needs of the existing and future population of the City. The Parks & Recreation Plan identifies existing and planned parks and recreational facilities throughout the City.

Scope and Content of the Parks & Recreation Element

The Parks & Recreation Element addresses the level of existing facilities, the provision of new parkland, recreational facilities, and hiking, biking and equestrian trails, as well as the economic feasibility of providing and maintaining these facilities. The Parks & Recreation Element expresses community goals to provide adequate parks and recreational facilities. The element contains specific goals and standards to guide the provision and maintenance of parks and recreational facilities for the current and future residents of San Juan Capistrano.

The Parks & Recreation Element consists of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Parks & Recreation Plan. In the Issues, Goals and Policies section, community parks and recreation needs are identified, and corresponding goals and policies are established. The goals, which are overall statements of the City's desires, comprise broad statements of purpose and direction. The policies serve as guides for planning recreational facilities to meet the needs of the existing and future population of San Juan Capistrano. The Plan describes how the goals and policies will be achieved and implemented. Specific implementation programs are included in the General Plan Implementation Program.

Related Plans and Programs

A number of existing plans and programs directly relate to the Park & Recreation Element. These plans and programs have been enacted through federal, state, and local actions and are administered by agencies or special districts.

The Americans with Disabilities Act (ADA)

The Americans with Disabilities Act (ADA) of 1991 was adopted to make public areas, including parks and play areas, accessible to all persons. The ADA requires that all playground equipment, trails and recreational facilities be usable by adults and children with disabilities. Designing recreational facilities and retrofitting existing facilities is addressed in the Parks & Recreation Element.

California Environmental Quality Act and Guidelines (CEQA)

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects impacting the environment. The provisions of the law and environmental review procedures are described in the CEQA Statutes and Guidelines. CEQA will continue to be instrumental in ensuring that the environmental impacts associated with local development projects are appropriately assessed and mitigated.

The Quimby Act

The Quimby Act (State of California Planning Law Section 66477) allows the legislative body of a city or county to require by ordinance the dedication of land, the payment of in-lieu fees, or a combination of both for parks and recreational purposes as a condition to the approval for a final tract or parcel map. In cases where such dedication or fees are not obtained through a map, they may be imposed when building permits are issued. The following conditions must be met to comply with the Quimby Act:

- The city or county ordinance must include definite standards for determining the proportion of a subdivision to be dedicated and the amount of any fee to be paid in-lieu thereof.

- The legislative body has adopted a General Plan containing a recreation element, and any proposed park or recreational facility must be consistent with the principles and standards established in the element.

County of Orange Master Plan of Local Parks

The County of Orange Master Plan of Local Parks provides goals, objectives, policies and implementation programs for a comprehensive Countywide Park Plan. The Master Plan provides a regional park planning context for the City of San Juan Capistrano.

County of Orange Master Plan of Regional Riding and Hiking Trails

The County of Orange Master Plan of Regional Riding and Hiking Trails includes an inventory of existing and proposed trails, and standards and criteria for the provision of new trails. This plan also provides policies and programs to implement the future development and operation of the Countywide trails system.

County of Orange Recreation Element

The County of Orange General Plan Recreation Element provides an inventory of existing and proposed parks and open space and includes the Local Parks and Trails Master Plans. These Master Plans provide a regional park planning context for the City of San Juan Capistrano.

City of San Juan Capistrano Open Space Master Plan

The City adopted an Open Space Master Plan in 1992. The purpose of the Open Space Master Plan is to preserve, protect and enhance open space uses, agricultural preserves, recreational facilities and trails within the City. The San Juan Capistrano Open Space Master Plan provides an inventory of existing and planned open space uses, as well as goals, policies, plans and programs to ensure the continued preservation, development and management of open space resources within the City. The goals, policies and plan contained in the Open Space & Conservation Element of this General Plan are the required legal documentation to be used when planning for open space and conservation uses within the City.

Relationship to Other General Plan Elements

The Parks & Recreation Element must be consistent with the other General Plan elements and all elements of the General Plan are interrelated to a degree. Certain goals and policies of the Parks & Recreation Element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for the implementation of plans and

programs, and achievement of community goals. The Parks & Recreation Element most closely relates to the Land Use Element and the Conservation & Open Space Element.

The Land Use Element provides a planned land use pattern with the following general land use designation categories: Residential, Commercial, Industrial, Public/Institutional, Open Space & Conservation and Special. These community designations are applied to public and private land that is intended for open space and parks and recreational uses.

The Parks & Recreation and the Conservation & Open Space Elements are also closely related. The Conservation & Open Space Element identifies existing and planned open space. These areas are in some cases suitable for parks and recreational activities. The Parks & Recreation Element proposes parks, trails and recreational uses in some of these areas when these uses are compatible with surrounding land uses and are appropriate to meet public parks and recreational needs.

Issues, Goals, and Policies

Parks & Recreational Facilities

San Juan Capistrano has a growing and diverse population. To meet the recreational needs of this population, the City needs to assure that a variety of park and recreational facilities exist. These facilities provide open space and add to the quality of life within the community.

Parks & Recreation Goal 1: Provide, develop, and maintain ample park and recreational facilities that provide a diversity of recreational activities.

Policy 1.1: Coordinate with local groups to identify and meet the community's recreational needs.

Policy 1.2: Work with the County and other agencies' planning for the development of regional parks and regional linkages which will be accessible to City residents.

Policy 1.3: Identify and implement funding programs to maintain and expand park and recreational facilities.

Policy 1.4: Develop and maintain a balanced system of public and private recreational lands, facilities, and programs to meet the needs of the community.

Policy 1.5: Operate and maintain public park and recreational facilities in a manner that ensures safe and convenient access for all members of the community.

Policy 1.6: Increase the accessability of existing open space areas for recreational activities.

Policy 1.7: Provide parkland improvements and facilities that are durable and economical to maintain.

Policy 1.8: Publicize park and recreation opportunities in San Juan Capistrano to the community.

Policy 1.9: Utilize existing public utility easements for recreation and open space.

Trails Network

San Juan Capistrano already has an extensive trail system for bicycles, hikers, and horses. As well as reducing automobile traffic through the provision of alternative modes of transportation, the trail systems also provide the community with active and interesting recreational opportunities.

Parks & Recreation Goal 2: Develop and expand the existing bicycle, hiking, and equestrian trail system and facilities.

Policy 2.1: Develop and expand the existing trails network that supports bicycles, pedestrians, and horses, and coordinate linkages with those networks of adjacent jurisdictions.

Policy 2.2: Preserve the equestrian lifestyle by designating land for the preservation or provision of new equestrian facilities.

Policy 2.3: Encourage the affordable provision of equestrian facilities within the City.

Neighboring Cities

San Juan Capistrano offers a range of Parks & Recreational opportunities, while some of the surrounding cities do not offer the same level of service. As a result, the City has experienced an increase in the number of non-residents using City facilities. Since these non-residents do not help to support San Juan Capistrano's Parks & Recreational facilities through tax revenues, the City is in effect subsidizing the surrounding cities' recreational opportunities.

Parks & Recreation Goal 3: Reduce the impact of adjacent cities' residents on San Juan Capistrano's recreational facilities.

Policy 3.1: Develop and implement programs which distribute the cost of building and maintaining recreational facilities to the actual users with credit to City residents for past and current payment for providing facilities through Measure "D" bonds.

Related Goals and Policies

The goals and policies described in the Parks & Recreation Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Parks & Recreation Element. These supporting goals and policies are identified in Table PR-1.

Table PR-1
Related Goals and Policies by Element

General Plan Elements	Parks & Recreation Issue Area		
	Parks & Recreational Facilities	Trails Network	Neighboring Cities
Land Use	1.3, 2.1, 7.2	1.3, 2.1, 7.2	
Housing			
Circulation	3.1	3.1, 4.1	3.1
Safety			
Conservation & Open Space	1.1, 1.2, 1.3	1.1, 1.2, 1.3	
Noise			
Cultural Resources			
Community Design	1.3, 3.2	3.2	
Growth Management	1.1, 1.2, 1.3, 4.2	1.1, 1.2, 1.3, 4.2	4.2
Parks & Recreation			
Public Services & Utilities	4.1		
Floodplain Management	3.1	3.2	

Parks & Recreation Plan

A distinct combination of physical setting, agricultural land, Mission-related heritage and natural open space provide identity and unique recreational opportunities for San Juan Capistrano. The Parks & Recreation Element establishes an approach to provide a variety of Parks & Recreational opportunities while preserving open space and adding to the quality of life within the community. The Plan addresses the Parks & Recreation issues identified in the previous section of this Element. The related goals and policies serve as the basis of the Plan and are supported by approaches to provide, enhance and maintain Parks & Recreational facilities. The Parks & Recreation Implementation program is an extension of this Plan and contains specific programs to achieve recreational goals.

Parks & Recreational Facilities

The San Juan Capistrano park and recreation system exists within the context of the City's existing development pattern. The existing and planned parks & recreational system consists of neighborhood parks, community parks, the planned Prima Deshecha County Regional Park, joint use parks, private Parks & Recreational facilities, community services and facilities and an extensive trail system. City parks and recreational facilities are depicted on Figure PR-1. The existing Parks & Recreational system can be characterized as neighborhood-serving with Parks & Recreational facilities generally well distributed throughout the City. Most of the neighborhoods in the City are within three-quarters of a mile from an existing park. Those developments that fall outside of the three-quarter radius from a public park often have private Parks & Recreational facilities. Table PR-2 provides a complete list and description of existing Parks & Recreational facilities within the City. The approximate location, acreage and features of planned parks are summarized in Table PR-3.

To ensure sufficient Parks & Recreational opportunities, the City has established a parkland standard of five acres per 1,000 residents. The standard is useful in determining existing parkland deficiencies and predicting the demand from future population growth. Table PR-4 summarizes the parkland requirements for the existing population and the anticipated population from development of planned land uses (as established in the Land Use Element). Based on the parkland standard, there is an existing surplus of approximately five acres in the City.

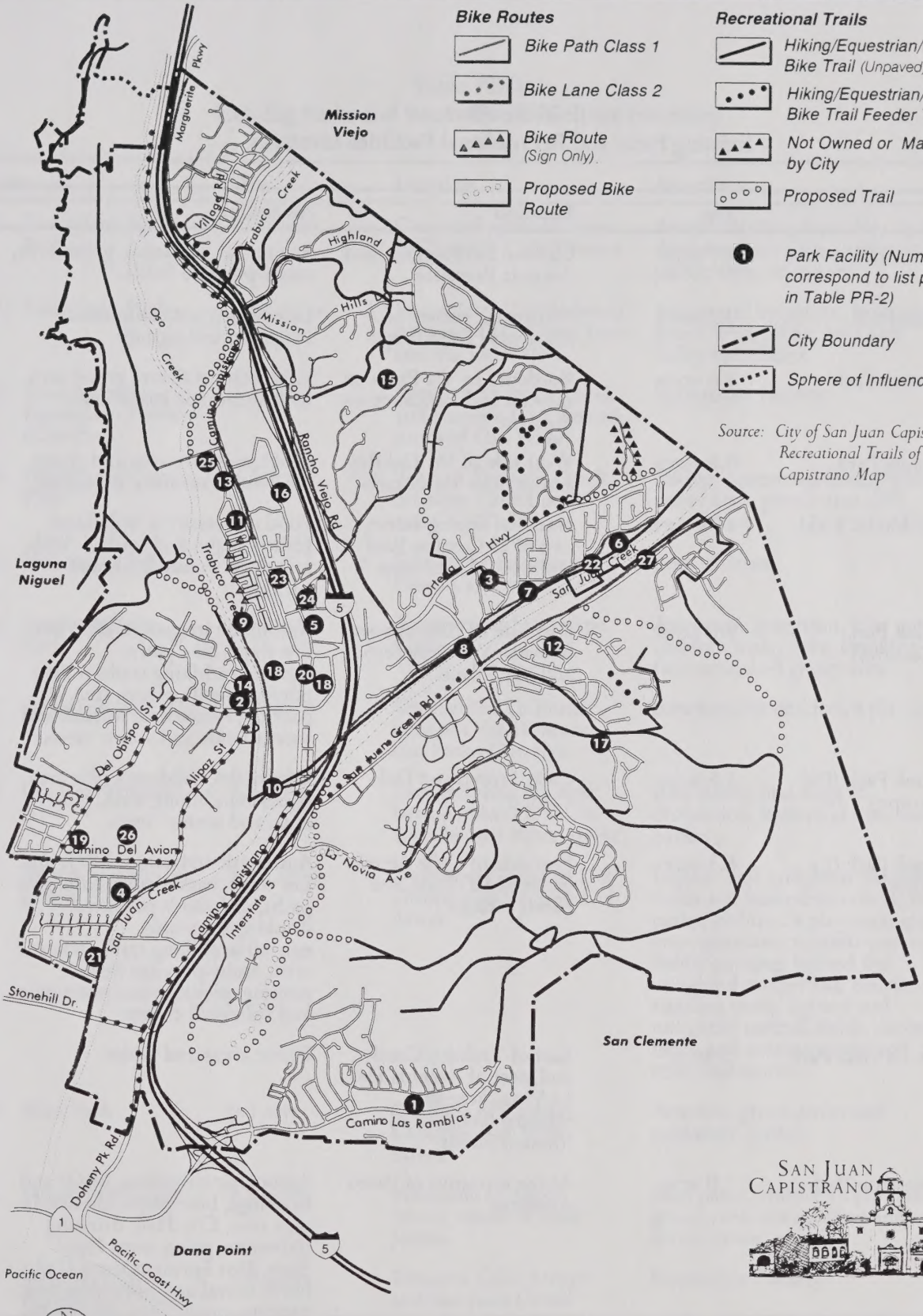


Figure PR-1
Parks and Recreational Facilities

Table PR-2
Existing Parks and Recreational Facilities Inventory

Name	Size	Location	Amenities
1. Acu Canyon Park	4.7 acres	Camino Las Ramblas and Avenida Pescador	Automatic irrigation, grassy area, multi-purpose fields.
2. Arce Park	0.2 acres	Northwest corner of Alipaz and Del Obispo	Grassy area with automatic irrigation and signage.
3. Arroyo Park	3.6 acres	Bordered by Via Parra on the east and Sundance on the west	Equestrian trail and grassy area with automatic irrigation.
4. Bonita Park	0.6 acres	West side of Via Del Rey, across from Via Lorado	Children's play area and grassy area with automatic irrigation.
5. Buchheim Field	17.7 acres	North of Spring Street, east of El Camino Real and west of Interstate 5	Food concessions, unlighted Little League and softball fields, unlighted soccer fields and parking.
6. Cook Park (Cordova)	9.0 acres	East side of Calle Arroyo between Via Entradero and Via Solana	Automatic irrigation, BBQ and fire rings, bike paths, equestrian/hiking trails, multi-purpose fields, grassy area, parking, restrooms, softball and soccer fields and scenic views.
7. Cook Park (Del Campo)	1.5 acres	Calle Arroyo and Del Campo	Bike paths, children's play area, equestrian/hiking trails, grassy area, and scenic views.
8. Cook Park (La Novia)	6.5 acres	East side of Calle Arroyo between La Novia and Paseo Tirador	Automatic irrigation, BBQs and fire rings, basketball courts, bike paths, children's play area, drinking fountains, equestrian/hiking trails, grassy area, multi-purpose fields, parking, picnic areas, restrooms and volleyball courts.
9. De La Vista Park	.3 acre	East of Trabuco Creek and west of Avenida Del La Vista, near the western terminus of Mission Street	Picnic areas and tables.
10. Descanso Park	1.0 acre	At the terminus of Paseo Adelanto	Automatic irrigation, BBQs and fire rings, bike paths, children's play area, City Hall, drinking fountains, grassy area, Head Start, Hot Springs Dance Hall, horse corral and horseshoe pits, parking, picnic area, restrooms, and scenic views.

Table PR-2
Existing Parks and Recreational Facilities Inventory

Name	Size	Location	Amenities
11. El Camino Real Park	4.5 acres	Camino Capistrano from La Zanja to Calle Chueca	Automatic irrigation, bike paths, drinking fountains, grassy area, picnic area, restrooms.
12. Four Oaks Park	2.54 acres	East side of Via Madonna between Calle Santa Ynez and Via Del Cerro	Automatic irrigation, bike paths, grassy area, picnic area and volley ball courts.
13. Fran Joswick Equestrian Center (Oso Park)	5.3 acres	Between Trabuco Creek and Camino Capristrano, south of Oso Road	Equestrian Facility
14. Good Neighbors Park	0.2 acre	West of Trabuco Creek between Calle Lucana and Calle Delphina	Biking, equestrian/hiking trail, grassy area, picnic area and restrooms.
15. Helicopter Hill	–	East of the terminus of Paseo Cardero	Scenic Views
16. Junipero Serra Park	3.75 acres	Terminus of San Felipe Circle	Automatic irrigation, bike paths, children's play area, drinking fountains, and grassy area.
17. La Ronda Park	.5 acre	On Camino La Ronda between Via Montura and Paseo Corrales	Benches and children's play area.
18. Los Rios Historic Park	8.0 acres	East of Trabuco Creek between Ramos Street and Historic River Street	Bike paths, buildings of distinction, historical sites, and parking.
19. Marco Forster Junior High	10.0 acres	Northeast corner of Del Obispo and Camino Del Avion	Lighted and unlighted baseball fields and basketball courts; bike paths; children's play area; grassy area; gymnastics; multi-purpose fields; parking; lighted and unlighted racquetball courts; running track; lighted and unlighted softball fields, soccer fields and tennis courts; and volleyball courts.
20. Mini Park	0.3 acre	East side of Camino Capistrano at Yorba Street	Benches, gravel paths and container garden.
21. Mission Bell Park	2.8 acres	West side of Alipaz Street, north of Calle Jardin	Bike paths, children's play area, grassy area, ocean views and scenic views.
22. Mission Trails Equestrian Center	8.0 acres	Between Calle Arroyo and San Juan Creek	Equestrian Facility

Table PR-2
Existing Parks and Recreational Facilities Inventory

Name	Size	Location	Amenities
23. Old Capistrano High School Site	4.3 acres	Camino Capistrano, west of El Camino Real between La Zanja and Acjachema	Unlighted basketball courts, unlighted soccer fields and unlighted tennis courts.
24. Old Fire Station Community Center	1.3 acres	El Horno Street and La Matanza	City Community Services Department, recreation classes, senior center and restrooms.
25. Rio Oso Park	5.3 acres	South of Oso Road between Trabuco Creek and Camino Capistrano	Benches and biking trail
26. San Juan Capistrano Community Center and Sports Park	56.0 acres	Camino Del Avion	Bike path, basketball courts, gymnasium, multi-purpose fields, senior and community center, City community services, recreation classes, Kinoshita Farm Preserve.
27. San Juan Creek Neighborhood Park	4.7 acres	Northwest corner of San Juan Creek and Camino Lacouague	Children's play area and benches.
Total Acres	162.6		

Table PR-3
Planned Parks and Recreational Facilities

Site	Net New Acreage	Location	Possible Features
Las Ramblas Park	5.5 acres	North side of Camino Las Ramblas, between Via California and Via De Agua	Soccer field, trees, turf, baseball fields and parking
Northwest Open Space Site	77.0 acres	Between Camino Capistrano and the railroad, north of Junipero Serra Road	Picnic areas, historical area, nature center, tot lots, hiking and biking trails
Total	82.5		

Table PR-4
Existing and Future Park Acreage Needs

	Population[1]	Park Acreage Required[2]	Available Acreage from Existing and Planned Parkland[3]	Surplus/Short-fall of Acreage
Existing City	31,337	157	163	6
Future City	36,440	182	245	63

1. Projected population for purposes of establishing parkland acreage needs.
2. Five acres per 1,000 persons.
3. County and Regional parks are not used to meet this standard.

The facilities comprising the Parks & Recreation Plan are described in the following sections, and standards and criteria for developing new park sites are established.

Parks System

The City's parks system consists of existing public and private neighborhood parks, community parks, the planned Prima Deshecha County Regional Park and joint use parks. San Juan Capistrano currently has 27 developed public parks which range in size from the 0.2 acre Arce Park to the 56 acre San Juan Capistrano Community Center and Sports Park. Several public parks are small and function as passive parks. Active recreational parkland is provided in the City at nine parks.

Neighborhood Parks

The City contains a significant number of well-distributed public and private neighborhood parks that are primarily passive in nature. The following criteria are considered when developing neighborhood parks:

- A parcel size of approximately five acres, with approximately half of the acreage in relatively flat terrain to minimize grading for play areas and parking. The sites should have both adequate street access and preferably connections to the trail system;

- The parks, although passive in nature, should include level areas for active sports play, practice fields or multi-purpose fields as appropriate. The parks should also include playgrounds, tot lots and picnic areas; Each park should be designed with rest room facilities, drinking fountains, signage, and security lighting designed to be compatible with surrounding residences;

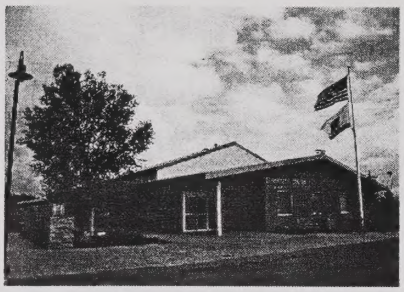
- Parking provisions should be adequate to serve the activities and not infringe upon the surrounding neighborhood's parking demands; and

- Each park should be designed with handicap accessibility.

The City will continue to implement its policy of providing well distributed small public neighborhood parks to serve the local communities within San Juan Capistrano. San Juan Capistrano will also maintain its current policy regarding the provision, operation and maintenance of private parks by homeowners associations as a way of augmenting the distribution of public

neighborhood parks within the City. The City will also continue to implement the Quimby Act which requires parkland dedication of five acres per 1,000 residents or an in-lieu fee payment as a required condition for approval of a residential subdivision.

Community Parks



The City currently has two major community parks, the C. Russell Cook Park and the San Juan Capistrano Community Center and Sports Park totaling approximately 73 acres. One additional community park is planned in the northwest portion of the City on a site located north of Junipero Serra Road between the railroad and Camino Capistrano. This northwest open space site is depicted on Figure PR-1. Community parks are intended to serve as the major active recreational sites within the City. The following criteria are considered when developing community parks:

- Large, multi-purpose open grass fields, ten acres in size, to be used for community events, open space, multi-purpose play areas or informal recreation;
- Active recreational facilities, including lighted and unlighted softball and baseball diamonds, soccer/football fields, basketball courts, volleyball courts, and tennis courts;
- Concessions and snack bar facilities;
- Permanent restrooms and maintenance storage facilities;
- Picnic sites and barbecues, including group picnic areas;
- Community building and outdoor stage or amphitheater;
- Adequate off-street parking with handicap accessibility;
- Nature center, with a nature trail, possible blind persons trail;
- Trail staging area for biking, hiking and equestrian connections to trail system;
- Security lighting designed not to intrude on surrounding land uses;
- Possible day camp for group use, with the ability to have overnight camping or special events; and

- Passive areas with wooded glens and fields for strolling and picnicking.

The City will continue to implement its policies regarding the expansion, provision, maintenance and funding of parks in order to expand the recreational opportunities at its community parks.

Regional Park

The County of Orange and the City of San Juan Capistrano identify the development of the Prima Deshecha County Regional Park on the site of the existing Prima Deshecha landfill located in the southeastern hills of the City. Although full closure of the landfill is not expected until 2064, portions will be closed prior to 2064. The City will continue to work with the County in establishing earlier phased development as portions of the landfill are closed. Activities that may be incorporated at this site include open field play and active recreation provisions, a golf course, camping facilities, picnic and barbecue facilities. County and Regional Parks are not used to meet the parkland requirement standard.

Joint Use Parks

There are currently two active recreational park sites within the City which are owned by the Capistrano Unified School District and hold joint use agreements with the City - Buchheim Field and Marco Forster Junior High School. As indicated on Table PR-2, recreational opportunities at Buchheim Field include unlighted Little League and softball fields and unlighted soccer fields. The Marco Forster Junior High School site totals ten acres, including two lighted soccer/football fields, one unlighted soccer/football field and two lighted tennis courts. Additionally, the City also has a joint use agreement with Capistrano Valley High School, which is outside of the City limits, for the use of their gymnasium and pool facilities. The City will continue its policy of entering into joint use agreements with both private and public schools located in and adjacent to the City in order to expand the recreational opportunities available to City residents.

Private Recreational Facilities

There are three types of private recreation within the City - golf courses, equestrian centers and athletic clubs. The majority of these facilities, though privately owned, are open to the public subject to a user fee. These provide for a variety of local

recreational needs including golf, horseback riding, swimming, racket sports, court sports and aerobics. In addition, many of the homeowners associations provide neighborhood recreational facilities within their units, consisting of pools, courts and parkland. Although these facilities are not available to all City residents, they provide an important level of recreation provision. The City will continue to implement its policies and programs which encourage the provision and maintenance of private recreational facilities and affordable equestrian centers.

Community Services Facilities

The Community Services Department currently uses four primary facilities at which it offers a variety of programs: a) the San Juan Capistrano Community Center and Sports Park; b) the Old Fire Station which contains the Nydegger Building and the Lacouague Building; c) the La Sala Community Room annex of the County library; and d)Hot Springs Dance Hall located immediately north of Descanso Park. A variety of senior and youth-oriented activities, classes and special events are held in these facilities. The Community Services Department also offers classes and programs at privately owned facilities, schools, parks and concessions throughout the City. Through the Community Services Department, the City will continue to implement and fund programs to expand community services facilities and programs. The City will also continue to implement a program to publicize community services and recreational activities.

Trails Network

The City has in place an extensive hiking, biking and equestrian trail network. The following trails and bike routes comprise the trail system:

- **General Plan Trails:** These are the main trails, usually 20 feet wide, and in most cases are maintained by the City.
- **Feeder Trails:** These are dead end trails, 10 feet wide, serving equestrian zoned neighborhoods. These trails are usually maintained by the adjacent homeowners association.
- **Bicycle Routes:** These are paved and consist of three types.
  - **Class 1:** A route separated from a roadway such as the route along the east side of Rancho Viejo Road, or along the levees of San Juan and Trabuco Creeks. These routes are also used by pedestrians and, in some areas, equestrians.

- **Class 2:** A separate lane within a roadway such as along Camino Capistrano, north of Junipero Serra Road.
- **Class 3:** A route within a roadway designated by signage only.

This trails network is depicted on Figure PR-1. The system is held together by trails along San Juan, Trabuco and Oso Creeks. Complementing these is an irregular web of trails moving through the community and into the ridgelines surrounding the City. The City will continue to work with the County and surrounding jurisdictions to provide links to the regional trail network. The City will also continue to provide and maintain the various trails in order to provide trail loops and increased access to open space.

A unique component of the recreational trail system is the City's Historic Walking Tour. This self guided tour links the City's main historic sites through a programmatic historic pedestrian trail through San Juan Capistrano's village core. The City will continue to maintain and publicize this historic pedestrian trail as a means to increase recreational opportunities within the City.

Neighboring Cities

Due to San Juan Capistrano's range of parks, recreational and community service facilities and activities, the City experiences a large number of non-residents using City facilities. Since these non-residents do not help to support the provision and maintenance of these facilities through tax revenues, the City is in effect subsidizing the surrounding jurisdictions' recreational opportunities. The City will develop and implement a program which distributes the costs of building and maintaining recreational facilities to the actual users with credit to City residents for past and current payment for providing facilities through Measure D bonds. The City will also coordinate with adjacent cities and agencies to study the feasibility of more equitably distributing the cost of building and maintaining recreational facilities among actual users.

San Juan Capistrano

General Plan

Public Services & Utilities Element

Table of Contents

List of Tables

List of Figures

Introduction

The Public Services & Utilities Element addresses the community need for public services and utilities. The majority of San Juan Capistrano is developed and sufficiently served by existing public services and utilities. Future development of the remaining vacant land within the City will require expansion of public services and utilities to meet the increase in demand for service. Planning for this future increase in demand will ensure that the needs of future residents for public services and infrastructure are met, while avoiding adverse impacts to the existing community.

Purpose of the Public Services & Utilities Element

The purpose of the Public Services & Utilities Element is to ensure that sufficient levels of public services are provided as San Juan Capistrano develops. Working in conjunction with the Growth Management Element, the Public Services & Utilities Element plans for the needed expansion of public services and infrastructure to coincide with new development. Many of the public service providers are agencies contracted by the City to provide services such as law enforcement. To ensure a sufficient level of public services, the City will work with these agencies to ensure that service to existing residents does not diminish with any future development and the resulting increase in population.

Scope and Content of the Public Services & Utilities Element

The Public Services & Utilities Element is not a state-mandated element. The issues addressed within the Public Services & Utilities Element closely relate to the Growth Management Element which is required by the County of Orange to qualify for Measure M funding. The Element is comprised of three sections: 1) Introduction, 2) Issues, Goals and Policies and (3) the Public Services & Utilities Plan. In the Issues, Goals and Policies section, major issues related to the provision of public services and utilities are identified and related goals and policies are established to address these issues. The goals, which are overall statements of the community's desires, are comprised of broad statements of purpose and direction. The policies serve as guides for working with local and regional agencies for planning infrastructure and facility improvements to provide sufficient levels of service. The Plan explains how the goals and policies will be achieved and implemented, while the General Plan Implementation Program, contained in Appendix A,

identifies the specific implementation programs for this element.

Related Plans and Programs

A number of existing plans and programs exist which directly relate to the goals of the Public Services & Utilities Element. Enacted through state and local action, these plans and programs are administered by agencies with responsibility for their enforcement.

Capistrano Unified School District Master Plan

The Capistrano Unified School District (CUSD) has a Five-Year Master Plan to primarily assist and enhance the facility planning efforts of District staff and the Board of Trustees. The Five-Year Plan addresses educational programs, existing facilities, demographic data, state school construction programs and future educational planning issues.

San Juan Capistrano Open Space Master Plan

The City of San Juan Capistrano adopted an Open Space Master Plan in 1992. The purpose of this Master Plan is to implement Measure D which was passed by the voters allowing for the purchase and enhancement of certain open space and recreational areas within the City. As part of this Master Plan, the City incorporated the need for multi-use facilities and other recreational opportunities. Implementation of the Master Plan will provide a range of community facilities and recreational opportunities.

Civic Center Master Plan

In 1990, the City of San Juan Capistrano adopted a Civic Center Master Plan for the future relocation of civic offices to a site on Camino Capistrano, adjacent to the San Juan Capistrano Library. Since the Master Plan's adoption, many changes in the operation and providing of municipal services have occurred. This Master Plan will need to be revised to reflect these changes in operations and reduced personnel requirements.

Water Master Plan

The majority of San Juan Capistrano receives water service from the City. A small portion of northwestern San Juan Capistrano and the Sphere of Influence is located in the Moulton Niguel Water District (MNWD). The City of San Juan Capistrano recently acquired CVWD. San Juan Capistrano has entered into

an agreement with MNWD to provide water service to the portion of MNWD located in the City and the Sphere of Influence. A Master Plan was completed in February 1999 which addresses the future water needs of the community. This Master Plan is based on the anticipated buildout population of the service area.

Sewer Master Plan

The City of San Juan Capistrano also provides the sewer service to the community. The City has adopted a Sewer Master Plan for San Juan Capistrano. The Sewer Master Plan describes the backbone collection system needed to serve the community.

Integrated Waste Management Plan

The California Integrated Waste Management Act (AB 939) of 1989 changed the focus of solid waste management from landfill to diversion strategies such as source reduction, recycling and composting. The purpose of the diversion strategies is to reduce dependence on landfills for solid waste disposal. AB 939 required a 25 percent reduction in the solid waste stream by 1995 and requires a 50 percent reduction by 2000. In 1991, the Cities of San Juan Capistrano, Dana Point and San Clemente (Tri-cities) adopted a Source Reduction and Recycling Element (SRRE) to implement AB 939. In addition, the Tri-cities adopted a Household Hazardous Waste Element (HHWE) to develop programs to address household hazardous waste in compliance with AB 2707, a companion bill to AB 939.

Relationship to Other General Plan Elements

According to state planning law, the Public Services & Utilities Element must be consistent with the other General Plan elements. While all of the elements are interdependent, they are also interrelated to a degree. Certain goals and policies of each element may also address issues that are primary subjects of other elements. This integration of issues throughout the General Plan creates a strong basis for the implementation of plans and programs and achievement of community goals. The Public Services & Utilities Element is most directly related to the Land Use, Growth Management, Safety, and Conservation & Open Space Elements of the General Plan.

Land use policies contained in the Land Use Element determine the pattern and intensity of future population growth, and this in turn determines the type, size and location of certain public facilities. The Growth Management Element establishes standards for the level of public services provided to assure that

future needs for expanded public services and utilities can be met before new development is allowed.

Issues, Goals, and Policies

Public services and utilities are necessary to support urban development. The quality of life experienced by residents of the community is directly related to how effectively these services are provided.

The following six issues are addressed by the goals and policies of the Public Services & Utilities Element: availability of sufficient (1) law enforcement and fire protection; (2) public education; (3) community centers/civic uses; (4) libraries; (5) water and sewer service; and (6) power, communications and solid waste disposal service. Each issue and the related goals, policies and implementation actions are identified and discussed in the following section.

Law Enforcement and Fire Protection

The Orange County Sheriff's Department provides law enforcement to San Juan Capistrano. This service is essential to the safety of the population of San Juan Capistrano. Since law enforcement is a contracted service, the City must be involved in close coordination with the Orange County Sheriff to ensure that appropriate levels of service are provided to the community.

Public Services & Utilities Goal 1: Work with the Orange County Sheriff's Department to provide a sufficient level of law enforcement.

Policy 1.1: Work closely with the Orange County Sheriff's Department in determining and meeting community needs for law enforcement services and services.

Policy 1.2: Periodically evaluate the level of law enforcement service to ensure that San Juan Capistrano has appropriate levels of law enforcement services.

The Orange County Fire Authority provides fire protection to San Juan Capistrano. This service is essential to the safety of the population of San Juan Capistrano, especially with the threat of wildfires. Since fire protection is provided by a separate agency, the City must be involved in close coordination with the Orange County Fire Authority to ensure that appropriate levels of service are provided to the community.

Public Services & Utilities Goal 2: Work with the Orange County Fire Authority to provide a sufficient level of fire protection.

Policy 2.1: Work closely with the Orange County Fire Authority in determining and meeting community needs for fire protection services and facilities.

Policy 2.2: Periodically evaluate the level of fire protection service to ensure that San Juan Capistrano has appropriate levels of fire protection services.

Public Education

San Juan Capistrano is located within the Capistrano Unified School District (CUSD). Many of the existing schools are impacted by high numbers of students and some existing schools are located near areas with high traffic volumes which affect the safety of the students attending those schools. In addition, school funding to assist with the issue of overcrowding and demand for additional facilities may be limited by the passing of SB 50.

Public Services & Utilities Goal 3: Work effectively with the Capistrano Unified School District to provide a sufficient level of public education.

Policy 3.1: Work closely with Capistrano Unified School District in determining and meeting community needs for public education and related activities.

Policy 3.2: Work with Capistrano Unified School District in investigating potential locations and funding sources for new schools, including a future high school.

Community Centers/ Civic Uses

San Juan Capistrano provides a mixture of community center facilities, including City Hall and the Community Center. The available community facilities should reflect San Juan Capistrano's diverse community.

Public Services & Utilities Goal 4: Provide sufficient community facilities.

Policy 4.1: Work closely with community groups in providing community facilities which meet the needs of the community.

Libraries

The Orange County Public Library system provides library services to San Juan Capistrano. The availability of reading and

reference material to all members of the community is an important measure of the quality of life in San Juan Capistrano.

Public Services & Utilities Goal 5: Work with the Orange County Public Library to provide a sufficient level of library facilities and services.

Policy 5.1: Work closely with the Orange County Public Library in determining and meeting community needs for library facilities and services, including hours of operation.

Water and Sewer Service

Sewer and water service is an essential component of the infrastructure needed to support urban development. Water and sewer service is provided by the City.

Public Services & Utilities Goal 6: Provide sufficient levels of water and sewer service.

Policy 6.1: Provide sufficient levels of water and sewer service to meet the needs of the community.

Power, Communications and Solid Waste Disposal Service

Southern California Gas provides natural gas to the City, while San Diego Gas & Electric provides electricity. Telephone service is provided by Pacific Bell and cable is provided by Cox Communications. San Juan Capistrano disposes of its solid waste in a County of Orange Integrated Waste Management landfill facility. The City's solid waste is collected by SOLAG, a private hauler. These sources of energy, communications and solid waste management are necessary to support existing and future development in the community.

Public Services & Utilities Goal 7: Work effectively with providers of natural gas, electricity, telephone, cable television and solid waste disposal to provide sufficient levels of these services.

Policy 7.1: Work closely with providers of energy, communications and solid waste disposal in determining and meeting the needs of the community for energy, communications and solid waste disposal.

Policy 7.2: Encourage energy efficient development.

Policy 7.3: Encourage the expansion of telecommunications capabilities to promote economic development of the community.

Policy 7.4: Reduce the per capita production of solid waste in San Juan Capistrano in concert with the City's Source Reduction and Recycling Element.

Related Goals and Policies

The goals and policies described in the Public Services & Utilities Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from other elements directly or indirectly support the goals and policies of the Public Services and Utilities Element. These supporting goals and policies are identified in Table PSU-1.

Table PSU-1
Related Goals and Policies by Element

General Plan Elements	Public Services & Utilities Issue Area					
	Law Enforcement and Fire Protection	Public Education	Community Centers/Civic Uses	Libraries	Water and Sewer Service	Power, Communications and Solid Waste Disposal Service
Land Use	1.3, 2.1	1.3, 2.1	1.3, 2.1	1.3, 2.1	1.3, 2.1, 7.2, 7.3	1.3, 2.1, 7.2, 7.3
Housing						
Circulation						
Safety						
Conservation & Open Space					7.1, 7.2, 7.3	6.6
Noise						
Cultural Resources						
Community Design						
Growth Management	1.1, 1.2, 1.3, 4.1, 4.2	1.1, 1.2, 1.3, 4.1, 4.2	1.1, 1.2, 1.3, 4.1, 4.2	1.1, 1.2, 1.3, 4.1, 4.2	1.1, 1.2, 1.3, 4.1, 4.2	1.1, 1.2, 1.3, 4.1, 4.2
Parks & Recreation			1.1, 1.3, 1.3, 1.4, 1.5, 1.7, 3.1			
Public Services & Utilities						
Floodplain Management						

Public Services & Utilities Plan

Law Enforcement and Fire Protection

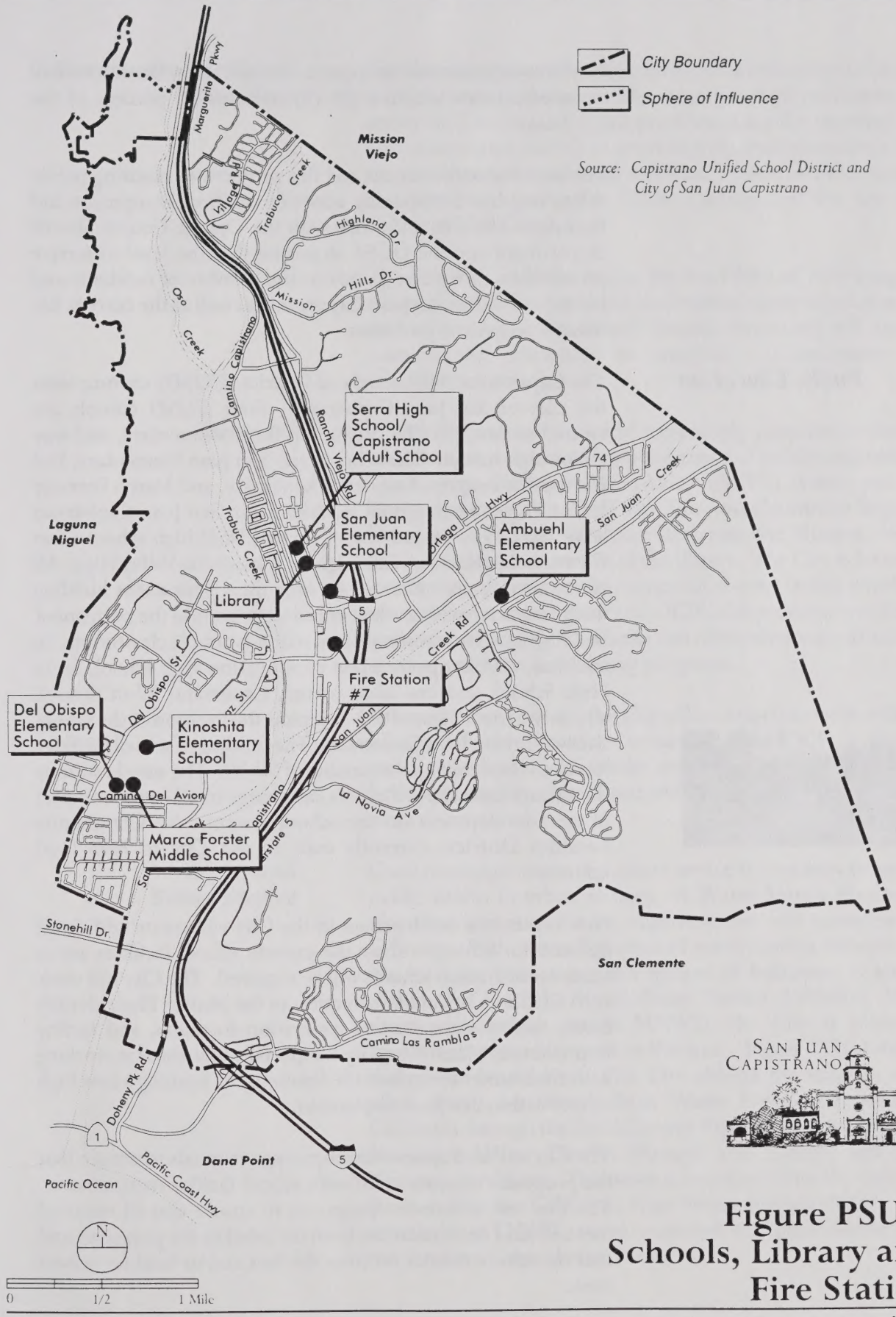
Sufficient law enforcement and fire protection are necessary to ensure the public health and safety. The City contracts with the Orange County Sheriff's Department to provide law enforcement service within the City. The Orange County Sheriff also serves the unincorporated Sphere of Influence. The Sheriff Department's Aliso Viejo Station, located in Aliso Viejo, serves the City, with a small Police Services office located behind the City Hall. The Associated Senior Action Program (ASAP) is a senior volunteer group which assists the Sheriff with policing activities within San Juan Capistrano. The City has adopted the following service standards for the provision of sufficient law enforcement within the City. Sheriff deputies should:

- Arrive at the scene of an emergency within five (5) minutes, 50 percent of the time;
- Arrive at all emergencies within eight (8) minutes;
- Arrive at all non-emergencies within 15 minutes or less, 75 percent of the time; and
- Arrive at all non-emergencies within 30 minutes.

The City also uses the Orange County Fire Authority (OCFA) for fire protection services within the City boundaries. The OCFA also provides fire protection service to the unincorporated Sphere of Influence. One fire station, Station 7, is located within the City on Del Obispo Street. Figure PSU-1 depicts the location of Station 7. In addition to Station 7, nine OCFA fire stations located outside of the City provide fire protection and emergency response to San Juan Capistrano. The Orange County Fire Authority has adopted the following service standards for the provision of fire protection within the City:

- First-in fire engine should arrive on-scene to both medical aids and fires within five (5) minutes 80 percent of the time;

- First-in truck company should arrive on-scene to fires within 10 minutes 80 percent of the time; and



SAN JUAN CAPISTRANO

Figure PSU-1 Schools, Library and Fire Station

- First-in paramedic companies should arrive on-scene at all medical aids within eight (8) minutes 90 percent of the time.

For both law enforcement and fire protection, ensuring public safety requires maintaining adequate staffing, equipment and facilities. The City will work with the Orange County Sheriff Department and the OCFA to ensure that the level of service provided by each corresponds to the number of residents and businesses within San Juan Capistrano, as well as the current fire hazards and crime problems.

Public Education

The Capistrano Unified School District (CUSD) encompasses the City of San Juan Capistrano. Four CUSD schools are located within the City, including three elementary, and one junior high school. The schools are: San Juan Elementary, Del Obispo Elementary, Ambuehl Elementary, and Marco Forester Junior High. High school students from San Juan Capistrano leave the City to attend one of three CUSD high schools: San Clemente High, Dana Hills High, or Capistrano Valley High. All of the schools are either at, or over their permanent building design capacity, with student enrollment beyond the permanent building capacity accommodated within portable classrooms. In addition, CUSD operates one continuation high school, Serra High School, and one adult school, Capistrano Adult School, within the City. Figure PSU-1 depicts the location of the school sites within San Juan Capistrano. The funding of school facilities has been impacted by the passing of SB 50. The new law limits the impact fees school districts can charge to off-set the impact of new development on the school system. No Community Facilities Districts currently exist in the City to help fund schools.

New residential development in the City will create additional demand for schools. Since the current school facilities are at capacity, additional schools will be required. The City will work with CUSD to update information in the Master Plan, identify future facility sites, student generation formulas, and facility improvement plans. The City is especially interested in working with the District to explore the feasibility of forming a new high school within San Juan Capistrano.

The City will also review development proposals to ensure that the proposals are consistent with school facility requirements. The City will also review proposals to ensure that all required fees and land dedication has been included in the proposals and that the school district receives the fees and/or land for school sites.

Community Facilities/ Civic Uses

San Juan Capistrano contains a variety of community facilities to serve its diverse population. The recently completed community center on Camino del Avion provides space for meetings and indoor activities, as well as providing outdoor space for a wide range of active, recreational activities. Other facilities include the Old Fire Station, the Public Library, and the San Juan Capistrano Mission.

The City will work to assess the feasibility of relocating the existing City Hall to provide a modernized operations center for the community. City-owned historic structures will also be assessed and prioritized to establish a maintenance and rehabilitation schedule.

Libraries

Public libraries serve several community purposes including, education, recreation and dissemination of public information. The Orange County Public Library (OCPL) system provides library services to the City. The San Juan Capistrano Regional library is located on El Camino Real, near the Mission. Figure PSU-1 depicts the location of the library. The City is fortunate in that the regional library is a state-of-the-art facility which has attracted nationwide attention. OCPL also provides interlibrary loans with other OCPL libraries and offers after school/summer reading programs and literacy programs.

As development occurs, the City will continue to work with the Library Advisory Board to ensure that the OCPL's adopted service standard of 1.5 books and 0.2 square feet of library facility per capita is maintained and community needs for library services are met.

Water and Sewer Service

Good municipal water and sewer service is necessary to protect public health in urban settings. A Water Master Plan which identifies necessary future improvements was completed in February 1999. A small portion of northwestern incorporated city, and the unincorporated Sphere of Influence, is located within the Moulton Niguel Water District (MNWD). While these portions are within MNWD, the City is under an agreement to provide water to the area. Figure PSU-2 depicts the service boundaries. The City obtains the majority of its water from the Metropolitan Water District of Southern California through the South County Pipeline and the Tri-Cities Municipal Water District through the Eastern and Joint Transmission Mains. This water is imported from the Colorado River and/or the California State Water Project (SWP). The remainder of CVWD's water consist of local groundwater from the San Juan Groundwater Basin.

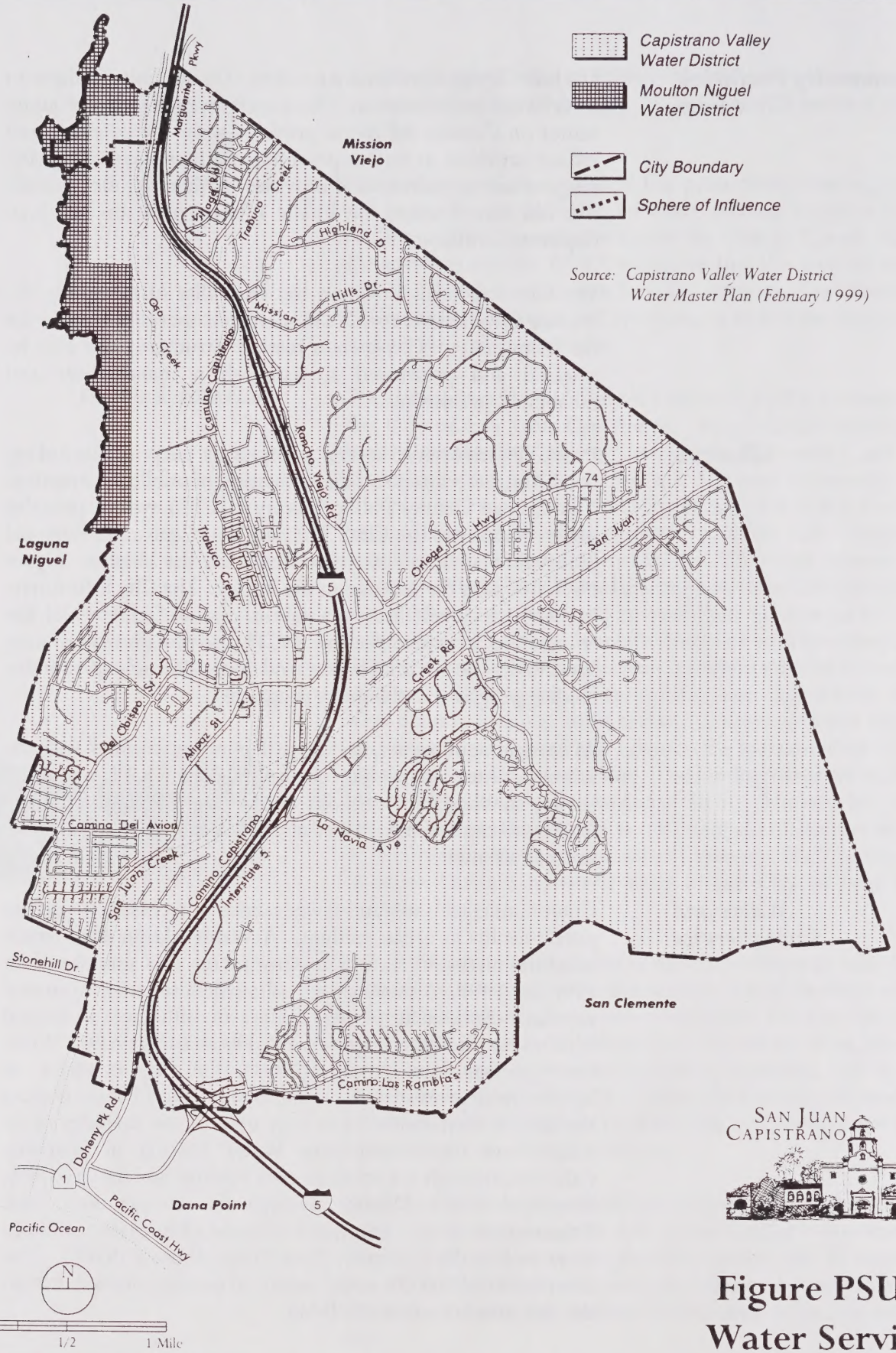


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Figure PSU-2
Water Service

The City also provides its own sewer service. In 1990 the City purchased additional wastewater capacity and it is anticipated that the existing capacity will meets the needs of the projected General Plan buildout. The existing Sewer Master Plan identifies the backbone collection system needed to serve the City and this Plan.

Ensuring good water and sewer service in the City and Sphere of Influence will require maintaining the infrastructure and extending new infrastructure to serve new development. Development proposals will be reviewed for consistency with established water and sewer infrastructure requirements. The City will also continue to implement the Water and Sewer Master Plans and evaluate additional funding sources for sewer system improvements. New technologies will be utilized by the City to improve water and sewer service to the community.

Power, Communications and Solid Waste Disposal Service

Sufficient levels of power, solid waste disposal and communications are necessary to protect the public safety and provide the necessary infrastructure for a successful community. Electricity within the City is provided by San Diego Gas & Electric, natural gas is provided by the Southern California Gas Company, telephone service is provided by Pacific Bell and cable television service is provided by Cox Communications. The existing power and communication infrastructure will be extended to serve future development.

Proposed development projects will be reviewed for power and communication service requirements in conjunction with the service providers. The dedication of right-of-way for infrastructure will be required where necessary. Development proposals will be reviewed for consistency with the service providers' power and communication infrastructure requirements.

SOLAG, a private solid waste hauler, collects and disposes of the City's solid waste. This service will be extended as additional development occurs in the future. The City's solid waste is disposed at the County of Orange Integrated Waste Management Department's Prima Deshecha landfill, located off of Ortega Highway within the City. As a result of the conflict resulting from the increase in the amount of trash being imported from outside of the county to the Prima Descheca facility, the City has entered into a Memorandum of Understanding with the County to cap the amount of trash the landfill can accept.

Implementation of the SRRE and HHWE will reduce the amount of solid and toxic waste entering landfills. AB 939, enacted in 1989, required a 25 percent reduction in the solid waste stream by 1995 and requires a 50 percent decrease by 2000. These reductions will be achieved through recycling and composting of solid waste, reduction of the amount of solid waste produced and public education. Implementation of the SRRE and HHWE will result in other environmental benefits in addition to reducing landfill capacity and toxicity impacts. For example, recycling reduces the amount of raw resources and energy used to construct new containers. The City will also continue to monitor operations of the Prima Deshecha Landfill to ensure that the County is able to comply with the required plans and standards for the future recreational use of the site.

San Juan Capistrano

General Plan

Floodplain Management Element

Table of Contents

List of Tables

List of Figures

Introduction

The streambeds, creeks and ponds within the City provide natural habitat for plants and animals, and enhance the overall quality of the community's environment. These resources within the floodplains also provide open space and recreational opportunities for hiking, biking and equestrian trails. The Floodplain Management Element contains goals, policies and plans to preserve and enhance the natural stream environment, provide and maintain recreational facilities within the floodplain, as well as provide effective protection of life and property from floodwaters.

Purpose of the Floodplain Management Element

The Floodplain Management Element is not required as a separate element by state planning law. The City has elected to include the Floodplain Management Element in the General Plan as the preservation and management of the floodplains within the City is an integral part of both the physical development of the City as well as the quality of life within the City. Safety issues related to flooding are addressed in the Safety Element of this General Plan.

Scope and Content of the Floodplain Management Element

The Floodplain Management Element identifies the existing creeks and floodplains within the City, recreational opportunities within the floodplains, and recommendations for improvements to the channels and creekbeds to protect life and property from floodwaters. The element contains specific goals and standards to guide the preservation of the floodplains and the provision and management of recreational opportunities within them for the current and future residents of San Juan Capistrano.

The Floodplain Management Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Floodplain Management Plan. In the Issues, Goals and Policies section, floodplain management resources and needs are identified, and corresponding goals and policies are established. The goals, which are overall statements of the City's desires, are comprised of broad statements of purpose and direction. The policies serve as guides for planning the necessary management and improvement of the floodplains to meet the needs of the existing and future population of San Juan Capistrano. The Plan describes how the goals and policies will be achieved and implemented. Specific implementation programs are included in the General Plan Implementation Program.

Related Plans and Programs

There are a number of existing plans and programs that directly relate to the Floodplain Management Element. These plans and programs have been enacted through federal, state and local actions, and are administered by agencies or special districts.

The Americans with Disabilities Act (ADA)

The Americans with Disabilities Act (ADA) of 1991 was adopted to make public areas, including parks and play areas, accessible to all persons. The ADA requires that all playground equipment, trails and recreational facilities be usable by adults and children with disabilities. Any recreational facilities recommended in this Floodplain Management Element will have to meet the requirements of the ADA

California Environmental Quality Act and Guidelines (CEQA)

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental analysis of projects impacting the environment. The provisions of the law and environmental review procedures are described in the CEQA Law and Guidelines. CEQA will continue to be instrumental in ensuring that the environmental impacts associated with local development projects are appropriately assessed and mitigated.

Cobey-Alquist Floodplain Management Act

The Cobey-Alquist Floodplain Management Act encourages local governments to plan, adopt and enforce land use regulations for floodplain management, in order to protect people and property from flooding hazards. This act also identifies requirements which jurisdictions must meet in order to receive state financial assistance for flood control. The Floodplain Management Element addresses the protection of people and property from flooding hazards.

National Flood Insurance Administration Program (NFIA)

San Juan Capistrano participates in the National Flood Insurance Administration (NFIA) program, which is administered by the Federal Emergency Management Agency (FEMA). The NFIA program provides federal flood insurance and federally financed loans for property owners in flood prone areas. To qualify for federal flood insurance, the City must identify flood hazard areas and implement a system of protective controls. The Floodplain Management Element and Safety Element fulfill these requirements.

National Pollutant Discharge Elimination (NPDES)

Under the National Pollution Discharge Elimination System (NPDES) Stormwater permit issued to the County of Orange and the City of San Juan Capistrano as a co-permittee, all development and significant redevelopment must be implemented with run-off pollution control measures known as Best Management Practices (BMPs). Proposed development projects (both public and private) within San Juan Capistrano must incorporate structural and non-structural BMPs to preclude significant water quality impacts from non-point source pollutants. The County Drainage Area Master Plan identifies acceptable BMPs and methods to incorporate BMPs into proposed projects.

Federal Endangered Species Act

The Federal Endangered Species Act (FESA), administered by the U.S. Fish and Wildlife Service, applies to impacts to federally listed species, or habitat occupied by federally listed species. Federally listed species are likely to occur within the riparian habitat of the City's floodplains. FESA Section 9 forbids specified acts that directly or indirectly harm listed species. Section 9 also prohibits "taking" any species of wildlife or fish listed as endangered. These restrictions apply to all federal agencies and all persons subject to United States jurisdiction.

California Endangered Species Act

The California Endangered Species Act (CESA) (Fish & Game Code §§2050, et seq.) generally parallels the main provisions of the Federal Endangered Species Act and is administered by the California Department of Fish and Game (DFG). CESA prohibits the "taking" of listed species except as otherwise provided in State law. Any future development or redevelopment in San Juan Capistrano that has the potential to affect wildlife will be subject to the restrictions contained in the CESA.

U.S. Fish and Wildlife Service and California Department of Fish and Game Regulations

Both the U.S. Fish and Wildlife Service and California Department of Fish and Game have regulations to protect wildlife resources. Special permits are required for the alteration of any lake or stream, dredging or other activities that may affect fish and game habitat. Both departments also

regulate impacts to sensitive plant and animal species. Future development in San Juan Capistrano potentially affecting wildlife habitat will be subject to the regulations of both departments.

County of Orange Master Plan of Regional Riding and Hiking Trails

The County of Orange Master Plan of Regional Riding and Hiking Trails includes an inventory of existing and proposed trails, and standards and criteria for the provision of new trails. This plan also provides policies and programs to implement the future development and operation of the County-wide trails system.

County of Orange General Plan Resources Element

The County of Orange General Plan Resources Element includes an inventory of the County-wide resources such as wildlife, energy, water, air and open space. The element also includes goals, policies and programs for development, management, preservation and conservation of the County resources. This element provides sources of regional information affecting San Juan Capistrano and identifies resource policies and programs that apply to the unincorporated portion of the San Juan Capistrano planning area.

City of San Juan Capistrano Open Space Master Plan

The purpose of the City of San Juan Capistrano Open Space Master Plan is to preserve, protect and enhance open space uses, agricultural preserves, recreational facilities and trails within the City. The San Juan Capistrano Open Space Master Plan provides an inventory of existing and planned open space uses, as well as goals, policies, plans and programs to ensure the continued preservation, development and management of open space resources within the City.

Relationship to Other General Plan Elements

The Floodplain Element must be consistent with the other General Plan elements. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation plans and programs and achievement of community goals. The Floodplain Management Element relates most closely to the Land Use, Conservation & Open Space, Parks & Recreation and the Safety Elements.

Policies and plans in the Floodplain Element are designed to protect existing and planned land uses identified in the Land Use Element from floodwater hazards. The Floodplain Management Element reinforces the restrictions and opportunities in the Land Use Element regarding development in the floodplains.

The Conservation & Open Space Element is closely related to the Floodplain Management Element. The Floodplain Management Element helps to ensure the preservation of floodplain open space and the conservation of natural creek environments and habitat.

The Floodplain Management Element relates to the Parks & Recreation Element because its policies and plans provide for the utilization of creekside recreational opportunities and the construction of bikeways and equestrian trails adjacent to the creeks.

The Safety Element is closely related to the Floodplain Management Element as Floodplain Management contains policies and plans to protect life and property from floodplain hazards. The Floodplain Management Element also identifies necessary flood control improvements to reduce public safety hazards related to flood control.

Issues, Goals, and Policies

San Juan Capistrano is traversed by three major creeks: San Juan, Oso and Trabuco Creeks. Extensive development already exists adjacent to portions of the floodplains of each of these creeks, creating potential flooding hazards. The streambeds, creeks and ponds in the City also provide natural habitat for plants and animals, while enhancing the overall quality of the community's environment. The presence of these creeks also afford the City unique recreational opportunities.

Three major issues are addressed by the goals, policies and plan of the Floodplain Management Element. These major issues include: 1) protecting life and property from floodwaters; 2) preserving and enhancing the natural character of the creeks and floodplains; and 3) preserving and enhancing recreational opportunities and amenities in the floodplains.

Floodplain Hazards

San Juan Capistrano contains three major creeks: Oso, Trabuco, and San Juan Creeks. Although considerable development has occurred near the creeks, most of the creek reaches have not been channelized into concrete-lined channels. As a result, other methods of protecting the public from floodwaters is necessary.

Floodplain Management Goal 1: Protect life and property from floodwaters.

Policy 1.1: Limit development within the floodplain to minimize risks to life and property and satisfy the flood insurance and other requirements of the Federal Emergency Management Agency (FEMA).

Policy 1.2: Prevent the placement of unauthorized fill material in creeks and floodplains in order to avoid alteration of flow characteristics and bridge scour.

Policy 1.3: Construct new flood protection improvements where determined necessary by the City, County and Army Corps of Engineers.

Policy 1.4: Improve existing bridges to improve the flow of the associated streams.

Floodplain Preservation and Enhancement

San Juan Capistrano has managed to avoid the channelization of much of its creeks into concrete-lined channels which destroy the natural integrity of these natural resources. Unfortunately these creeks are subject to erosion and intrusion from non-native vegetation, such as the giant reed. To maintain the natural character of the remaining, natural reaches of creeks, these areas need to be protected and enhanced where required.

Floodplain Management Goal 2: Preserve and enhance the natural character of the creeks and their floodplains.

Policy 2.1: Use environmentally sensitive treatments where creek improvements are necessary to preserve wetlands.

Policy 2.2: Enhance and/or restore the creeks and their floodplains as part of private development projects and public works projects.

Policy 2.3: Flood protection improvements for stream banks are encouraged to use linings such as soil, cement, "armorflex", earth covered rip rap, or other environmentally sensitive treatments that provide effective and durable flood protection.

Recreational Opportunities

The creeks in San Juan Capistrano offer many recreational opportunities within a beautiful, natural setting. Additionally, by using the floodplain areas for recreational purposes and thereby restricting development for higher intensity uses, the public safety is also protected.

Floodplain Management Goal 3: Preserve and enhance recreational opportunities and amenities provided by the creeks and their floodplains.

Policy 3.1: Preserve existing park and recreational land uses adjacent to all creeks.

Policy 3.2: Construct bicycle and equestrian trails along all of the creeks, and include underpasses for the trails beneath bridges, as well as safe trails on bridges.

Related Goals and Policies

The goals and policies described in the Floodplain Management Element are related to and support subjects included within other elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Floodplain Management Element. These supporting goals and policies are identified in Table FM-1.

Table FM-1
Related Goals and Policies by Element

General Plan Elements	Floodplain Management Issue Area		
	Floodplain Safety	Floodplain Preservation	Recreational Opportunities
Land Use	3.2	1.2, 3.2, 4.1, 4.2, 7.2	1.3, 2.1, 7.2
Housing			
Circulation			3.1
Safety	1.3		
Conservation & Open Space	5.2	1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 5.2, 7.1, 7.3	
Noise			
Cultural Resources			
Community Design		1.1	3.2
Growth Management			1.2
Parks & Recreation			1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 1.10, 2.1, 2.2
Public Facilities & Utilities	7.1	7.1	
Floodplain Management			

Floodplain Management Plan

San Juan Capistrano's three major creeks, San Juan Creek, Oso Creek and Trabuco Creek provide open space, natural habitat and recreational opportunities to the community, as well as pose risks associated with flooding and erosion. Reducing the risks associated with flooding hazards within the floodplains is essential for protecting the community from loss of property and loss of life associated with flooding and dam failure. The City can minimize hazards and increase recreational opportunities by preserving and enhancing the creeks, channels and open space resources within the floodplains.

The Plan is based on goals and policies identified in the previous section of this element. The Floodplain Management Element Implementation Program provided in Appendix A is an extension of the Floodplain Management Plan and contains specific actions that the City will take to preserve and enhance safety and recreational opportunities within the City's floodplains.

Floodplain Hazards

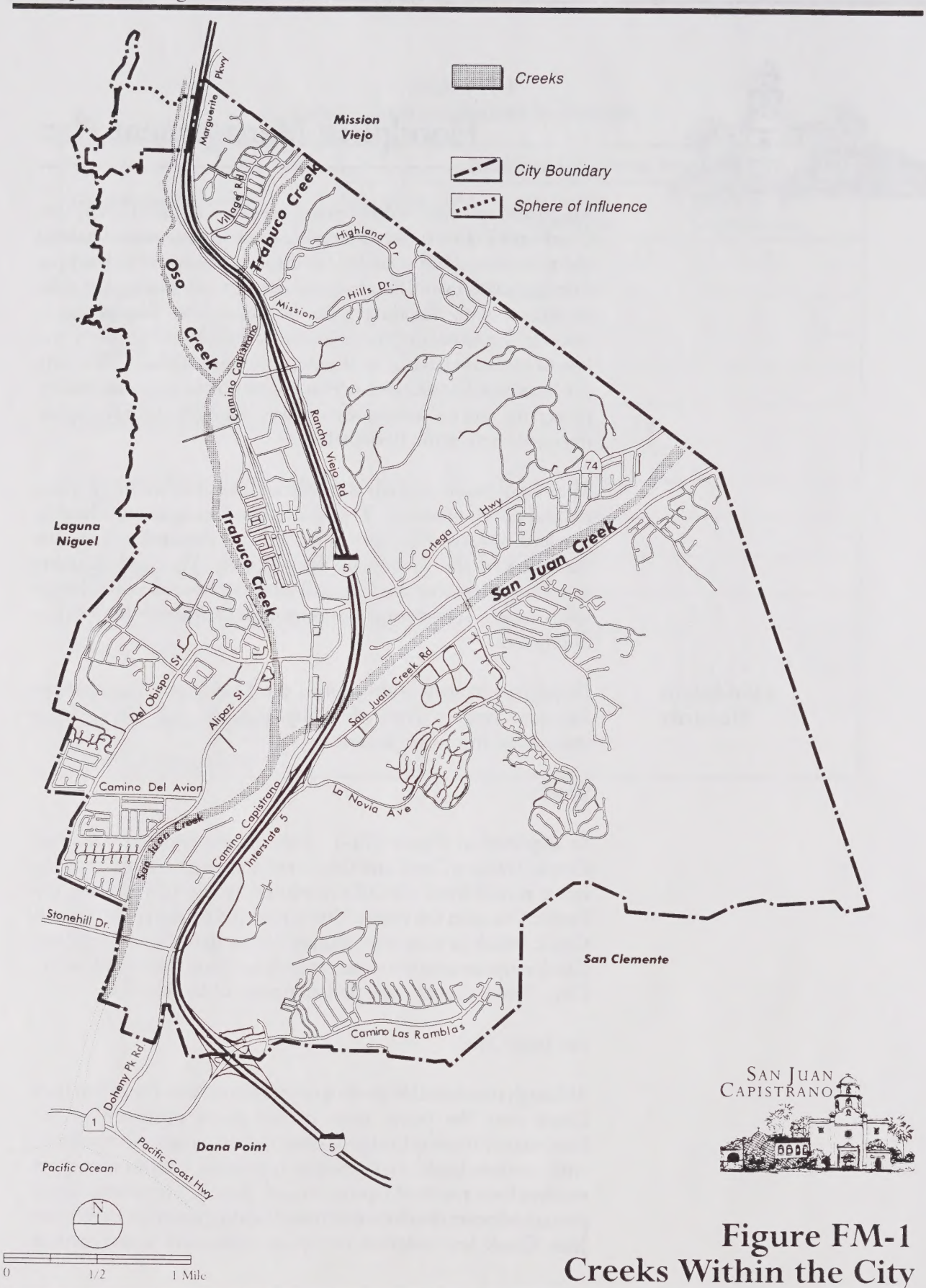
Floodplain hazards addressed in the Floodplain Management Element include creek flooding hazards and the risk of inundation from dam failure.

Creeks

As depicted in Figure FM-1, three major creeks - San Juan Creek, Trabuco Creek and Oso Creek traverse the City, carrying water runoff from the hills northeast of the City toward the Pacific Ocean in the south. Oso Creek is a tributary of Trabuco Creek, which in turn is a tributary of San Juan Creek. San Juan Creek empties into the ocean at Doheny State Park south of the City. Floods can be expected along any of these creeks.

San Juan Creek

Although considerable development has occurred near San Juan Creek over the years, most of the creek upstream of the Interstate-5 freeway bridge has been left in its natural condition, with earthen banks and riparian vegetation. However, short reaches have received rip-rap or soil cement improvements to protect adjacent development from flooding hazards. Lower San Juan Creek has concrete or rip-rap sides and a soft earthen



SAN JUAN CAPISTRANO

Figure FM-1
Creeks Within the City

bottom. The channel is concrete lined from the Camino Capistrano bridge downstream to the ocean.

Trabuco Creek

Residential development is located adjacent to the west side of Trabuco Creek along the concrete lined portion of the creek from the intersection with San Juan Creek upstream to approximately 1,800 feet north of the Del Obispo Street bridge. On the eastern side of the creek are the City Hall offices, industrial and office development, and the historic Los Rios residential area north of Del Obispo. Upstream of the concrete channel liner, the creek is unchannelized except for short reaches beneath the railroad, Camino Capistrano and freeway bridges. Adjacent land uses upstream include horse stables, citrus groves, and vacant land.

Oso Creek

Oso Creek has a narrow deeply incised streambed from its confluence with Trabuco Creek upstream almost to the City limits. Orchards and open space border Oso Creek throughout its length within the City. Like Trabuco Creek, most of Oso Creek still retains a natural undeveloped and unchannelized environment. However, increased runoff caused by upstream development has caused extensive erosion and lowering of the Oso Creek bed.

Creek Flooding Hazards

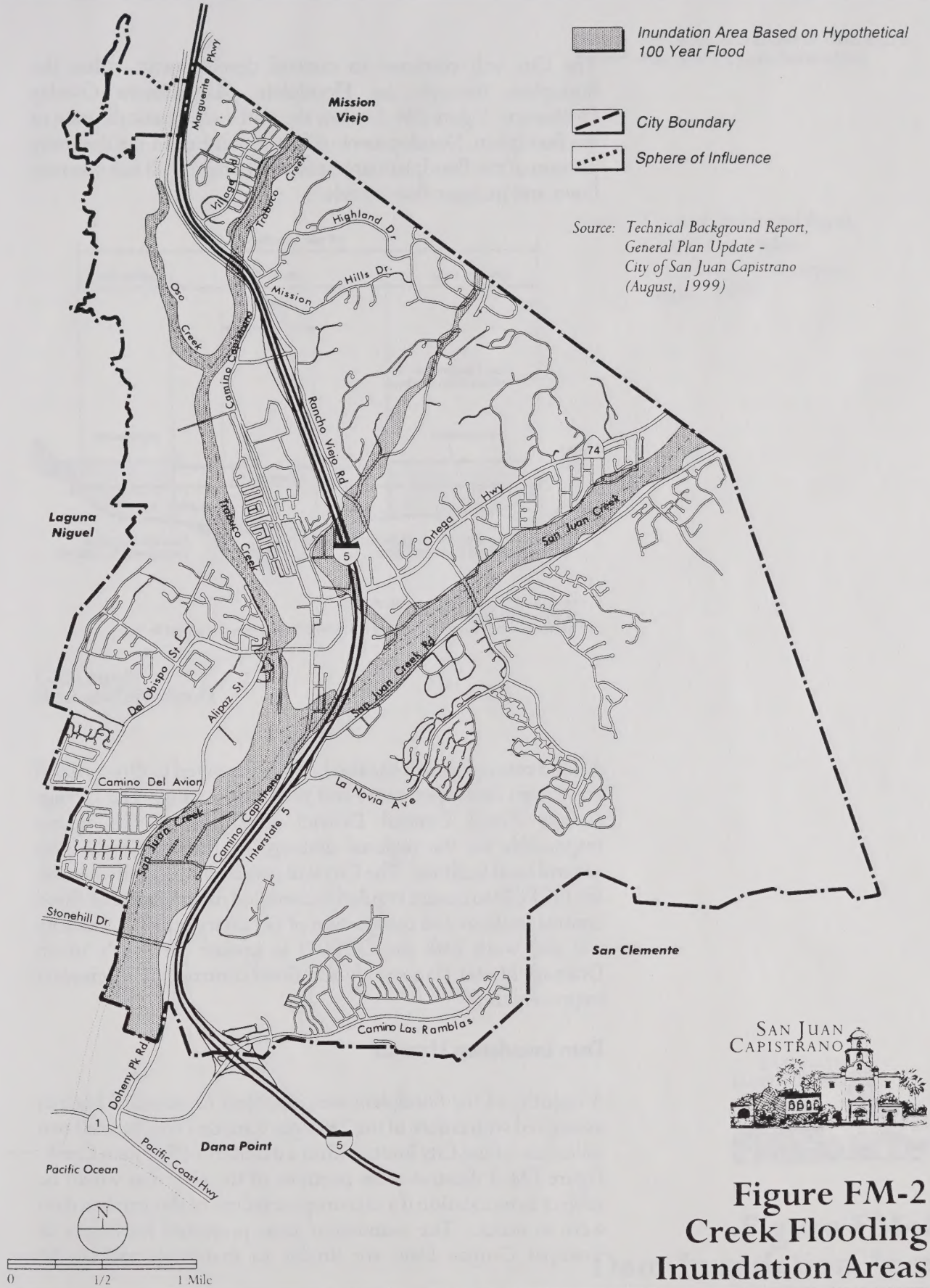
Flooding and the potential for flooding are related primarily to the existence of structures and infrastructure within flood-prone properties. While floods are generally perceived as potential hazards, the degree of risk associated with a flood is related to the type of land uses in the floodplain. For example, periodic flooding can benefit agricultural lands, and parks and open space lands can withstand occasional inundation. Floods in residential areas are considered hazardous due to the potential for injury and property damage. Business and commercial activities can be impeded by floods due to facility damage and access related problems.

Due to increased irrigation within urban developments, smaller drainage systems within the City have developed year-round flows. The decrease in the use of groundwater for irrigation and the increase in imported water for irrigation causes groundwater levels to rise and reduces the amount of precipitation required to induce flooding. Flood hazards are

also increased by encroachment of development in the floodplains. This encroachment into stream channels increases flood velocities and heights by reducing flood-carrying capacity.

Figure FM-2 depicts the inundation area for a 100-year flood as mapped by the Federal Emergency Management Agency (FEMA). As indicated on Figure FM-2, approximately 10 percent of the City of San Juan Capistrano consists of floodplains that are subject to flooding. The City Hall is located within an area that is projected to be inundated by the hypothetical 100-year flood (a 100-year flood means that a flood of this size has a one percent chance of occurring in a given year). Interstate 5 and most major roadways throughout the City are constructed above the 100-year flood elevation. However, Figure FM-2 indicates that the 100-year flood will not be contained within the existing levee systems of San Juan Creek and Trabuco Creek. As a result a significant number of homes, businesses and City facilities are threatened.

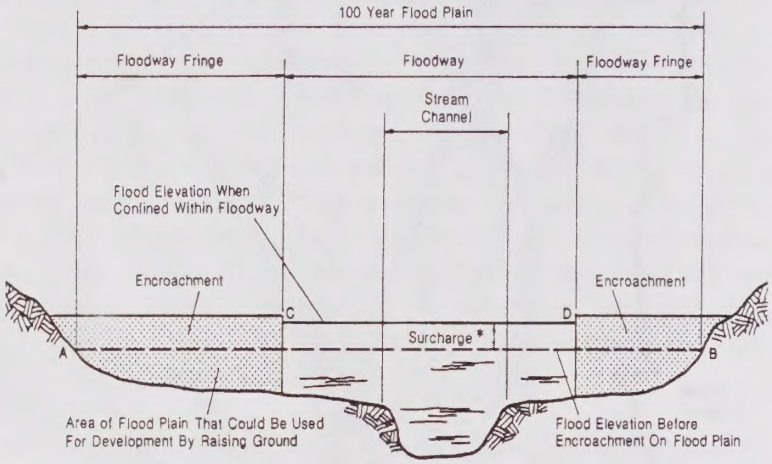
Owners of all structures within the projected inundation area of the 100-year flood are required to purchase and maintain flood insurance as a condition of receiving federally related mortgage or home equity loans on those structures. Estimates indicate that 75 percent of households located in the 100-year floodplain do not have insurance. Structures located within the 100-year floodplain have a 26 percent chance of being flooded over the course of a 30-year mortgage. San Juan Capistrano will continue to participate in the National Flood Insurance Program (NFIP) which is administered by FEMA. The NFIP provides federal flood insurance subsidies and federally financed loans for property owners in flood-prone areas.



SAN JUAN CAPISTRANO

Figure FM-2 Creek Flooding Inundation Areas

The City will continue to control development within the floodplain through the Floodplain Management Overlay Ordinance. Figure FM-3 below shows the schematic diagram of the floodplain. Development will be prohibited in the floodway portion of the floodplain unless encroachment will not obstruct flows and increase flood levels.



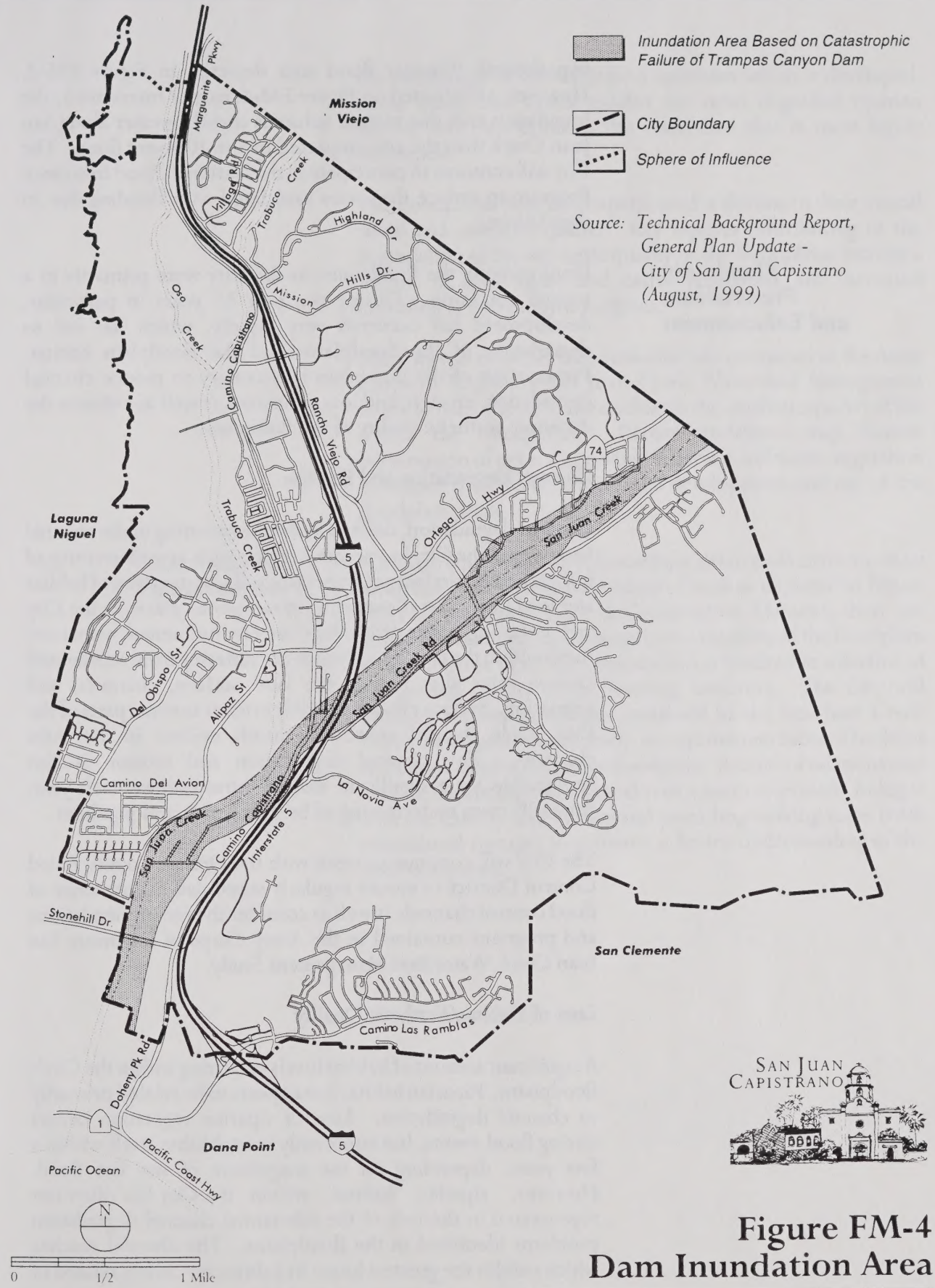
Line **AB** is the Flood Elevation Before Encroachment
Line **CD** is the Flood Elevation After Encroachment
* Surcharge Is Not To Exceed 1.0 Foot (FEMA Requirement) Or Lesser Amount If Specified By State

Figure FM-3
Floodplain Schematic

A flood control system has also been constructed to direct runoff away from developed areas and prevent flooding. The Orange County Flood Control District (OCFCD) is the agency responsible for the regional drainage facilities while the City control local facilities. The City will continue to coordinate with the OCFCD to ensure regularly scheduled maintenance of flood control facilities and completion of necessary repairs. The City will also work with the OCFCD to update the City's Storm Drainage Master Plan and identify flood control deficiencies and improvements.

Dam Inundation Hazards

A majority of the floodplain area is subject to potential hazards associated with failure of the Trampas Canyon Dam, located two miles east of the City limits within a tributary of San Juan Creek. Figure FM-4 illustrates the portions of the City that would be subject to inundation if a catastrophic failure of this earthen dam were to occur. The inundation areas projected for failure of Trampas Canyon Dam are similar to that projected by the



SAN JUAN CAPISTRANO

Figure FM-4
Dam Inundation Area

hypothetical 100-year flood area depicted in Figure FM-2. However, as indicated on Figure FM-4, east of Interstate 5, the inundation area due to dam failure is slightly greater along San Juan Creek than the area impacted by the 100-year flood. The City will continue to participate in the National Flood Insurance Program to reduce the losses associated with flooding due to dam failure.

Floodplain Preservation and Enhancement

Until recently the floodplains in the City were primarily in a natural condition. During the past 35 years in particular, development has occurred very rapidly, which has led to degradation of the floodplains and the floodplain habitat. Preservation of the floodplain is necessary to reduce channel degradation, erosion, and loss of habitat, as well as enhance the declining aesthetic quality of the floodplain.

Channel Degradation and Erosion

Channel degradation, defined as the downcutting of the channel beds within the City has negative effects such as undermining of infrastructure, draining of floodplain soils, destruction of habitat and land loss. This is occurring in numerous places in the City and is having a negative effect on environmental resources. Areas within the City's floodplains are suffering from accelerated erosion rates that impact the land surface, channels, and vegetation. Surface erosion is highly evident in some parts of the City, while channel erosion is mainly evident in the main channels. This channel degradation and erosion is also responsible for a significant loss of infrastructure each year, primarily from undermining of bridges, roads and pipelines.

The City will continue to work with the Orange County Flood Control District to ensure regularly scheduled maintenance of flood control channels as well as consider the recommendations and programs contained in the Army Corps of Engineers San Juan Creek Watershed Management Study.

Loss of Habitat/Aesthetic Quality

A significant amount of habitat loss is occurring within the City's floodplains. Riparian habitat loss appears to be related primarily to channel degradation. Loss of riparian vegetation occurs during flood events, but commonly reestablishes itself within a few years, depending on the magnitude of the last flood. However, riparian habitat within the City has often not regenerated in the face of the substantial channel degradation problems identified in the floodplains. The channel reaches which exhibit the greatest losses in habitat are closely related to

the percentage of the watershed upstream which is developed. Areas along Oso Creek exhibit the most degraded riparian habitat and Oso Creek is the watershed that is most highly developed.

The floodplains have also experienced a decline in their overall visual and aesthetic quality. Key aspects contributing to the degradation of the aesthetic quality of the floodplains include a decline in open space and native vegetation, and increased crowding at recreational facilities.

The City will consider recommendations contained in the Army Corps of Engineers San Juan Creek Watershed Management Study to halt or reverse the decline in the aesthetic quality of life within the floodplains. Recommendations may include preservation of open space wildlife habitat and native vegetation to reduce the effects of increased development and use of the floodplain areas.

Recreational Opportunities

Although equestrian, bicycle and equestrian trails currently exist along San Juan Creek and Trabuco Creek as depicted in Figure OS-1 in the Open Space & Conservation Element, there are limited recreational opportunities in a majority of the floodplain areas. Overuse of existing resources has resulted in a decline of the general quality of the existing resources. The City will consider recommendations contained in the San Juan Creek Watershed Management Study to improve recreational facilities and opportunities within the floodplain. Recommendations may include expanding the regional trail system to provide linkages with the County trail system and providing walking tours (with educational signage) to promote a better understanding of the river ecosystem.

San Juan Capistrano

General Plan

Appendices

CITY OF SAN JUAN CAPISTRANO

GENERAL PLAN

Appendix A
Implementation Program

Table of Contents

Introduction

The General Plan Implementation Program provides a guide to implement adopted General Plan policies and plans for City elected officials, staff and the public. The purpose of the Implementation Program is to ensure the overall direction provided in the General Plan for City growth and development is translated from general terms to specific actions.

Each implementation measure is a program, procedure, or technique that requires additional City action. This action may either occur on a City-wide basis, (e.g., zoning ordinance amendment or adoption of development review criteria), or in individual subareas for actions, (e.g., capital improvement projects). The City Council, by relating the Implementation Program to the General Plan, recognizes the importance of long-range planning considerations in day-to-day decision making and budgeting. Implementation of the specific programs will be subject to funding constraints.

The Implementation Program is organized into twelve subsections that correspond to the General Plan elements. Each of the subsections is comprised of programs that directly relate to the policies and plans of the corresponding General Plan element.

Use of the General Plan Implementation Program

The Implementation Program is intended for use as the basis for preparing the Annual Report to the City Council on the status of the City's progress in implementing the General Plan, as described in Section 65400 of the Government Code. Because many of the individual actions and programs described in the Implementation Program act as mitigation for significant environmental impacts resulting from planned development identified in the General Plan, the annual report can also provide a means of monitoring the application of the mitigation measures as required by AB 3180. This Implementation Program should be updated annually with the budget process and whenever the City's General Plan is amended or updated to ensure continued consistency and usefulness.

Land Use

This Implementation Program provides actions to implement the adopted policies and plans identified in the Land Use Element. The Land Use Element Implementation Program is a series of actions, procedures and techniques which includes a description of the responsible agency/department, funding source, time frame and related policies in the Land Use Element.

Balance of Land Uses

LU-1 Annual Review of General Plan and Land Use Policy Map Implementation

Review implementation of the General Plan on an annual basis.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: Annually
Related Policies: 1.2, 1.3, 2.1, 2.2

LU-2 Improve Jobs/ Housing Balance

To the extent possible, improve the balance between jobs and housing in San Juan Capistrano through land use decisions. Acreage is designated in the General Plan Land Use Element for development for commercial, office and light industrial that generates jobs.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.1, 2.3

Control and Direct Growth

LU-3 Residential Growth Management Program

Continue controlling growth in the City through the City's residential growth management program.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 1.1

LU-4 Density and Intensity Bonuses

Amend the Zoning Ordinance to allow density or intensity up to the maximum level allowed by the General Plan where proposed projects offer exceptional design quality, important public amenities or benefits, or other factors that promote important goals and policies of the General Plan.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: 2000/2001
Related Policies: 2.1

LU-5 Town Center Revitalization

Implement a town center revitalization plan to support commercial services and retail sales.

Responsible Agency/ Department: Planning, Redevelopment Agency
Funding Source: Redevelopment set-aside, development fees, General Fund, CDBG
Time Frame: Ongoing
Related Policies: 2.3, 5.1, 7.3, 7.4

LU-6 Los Rios Precise Plan

Implement the Los Rios Precise Plan to preserve the viability of the historic neighborhood.

Responsible Agency/ Department: Planning, Redevelopment Agency
Funding Source: Redevelopment set-aside, development fees, General Fund, CDBG
Time Frame: Ongoing
Related Policies: 2.3, 5.1, 7.3, 7.4

Population Distribution and Open Space

LU-7 Zoning Ordinance Review and Amendment

Review and amend (as needed) the Zoning Ordinance to provide consistency with new state legislation and court decisions. Review and amend the Zoning Ordinance to clarify permitted and conditionally permitted uses in all districts (i.e., churches and other uses), as well as other regulations.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: Annually
Related Policies: 2.2, 3.1, 3.2, 4.1, 4.2, 4.3, 7.1

LU-8 Subdivision and Grading Ordinance Review and Amendment

Review and amend (as needed) the City Subdivision and grading regulations to provide consistency with new state legislation and court decisions, and to make other desired changes to provisions of the ordinances.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund
Time Frame: Annually
Related Policies: 3.2, 7.2

LU-9 Code Enforcement

Continue to enforce the Zoning Ordinance and other ordinances to achieve the desired level of regulation.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 1.2, 3.1, 3.2, 4.1, 4.2, 4.3, 7.1, 7.2

LU-10 Development Monitoring

Conduct systematic monitoring of the impact and intensity of development in San Juan Capistrano and areas around the City and prepare programs for City facilities and services in support of that development.

Responsible Agency/ Department: Planning, Public Works, Engineering and Building
Funding Source: General Fund, development fees
Time Frame: Ongoing
Related Policies: 1.3, 2.1, 3.1

Economic Development

LU-11 Economic Development Strategy

Implement the City's Economic Development Strategy to allow for the transition of underperforming commercial uses to viable revenue producing uses and increase outreach to the business community.

Responsible Agency/ Department: City Manager's Office, Redevelopment Agency, Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.1, 2.2, 2.3, 5.1, 6.1

LU-12 Redevelopment Plan

Implement the Redevelopment Plan to improve neighborhoods within the Central Redevelopment Project Area.

Responsible Agency/ Department: Planning, Community Redevelopment Agency
Funding Source: Redevelopment Set-aside, development fees, General Fund, CDBG
Time Frame: Ongoing
Related Policies: 7.3

LU-13 City Newsletter and Website Communication

Use the City newsletter and website as means of communicating with local businesses and the community at-large. Develop a communication strategy to take advantage of various media opportunities including newsletters, information brochures, cable television programming, radio and newspaper announcements and presentations to community groups.

Responsible Agency/ Department: City Manager's Office, Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.1, 2.2, 2.3

LU-14 Permit Assistance

Work with the Orange County Permitting Assistance Office to ensure that prospective businesses understand permitting requirements imposed by agencies other than the City.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.1, 2.2, 2.3, 5.1, 6.1

LU-15 Permit Streamlining

Streamline the City permitting process by:

- Providing clear and concise applications and supplemental material for new and existing land uses;
- Evaluate changes in technology to identify ways the permitting process can be streamlined, such as permits via FAX, modem and others;
- Identify and adopt time frames for processing permits for Planning, Building, and Engineering sections to ensure efficient delivery of services to the community; and

- Monitor and evaluate the types of permits most frequently processed at the City and focus on process streamlining for those permits.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.1, 2.2, 2.3

Community and Neighborhood Character

LU-16 Graffiti Removal and Prevention

Continue to implement a program to remove and deter graffiti to avoid its negative impacts on the community.

Responsible Agency/ Department: Public Works, Engineering and Building, Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 7.3, 7.4

LU-17 Rehabilitation of Residential, Commercial, Industrial Properties and Buildings

Provide incentives such as reduced or deferred fees, streamlined permitting, rehabilitation funding and formal recognition of contribution to overall City development quality.

Responsible Agency/Department: Planning
Funding Source: General Fund, CDBG
Time Frame: Ongoing
Related Policies: 7.3, 7.4

Housing

The General Plan Housing Element Implementation Plan provides a guide to implement adopted General Plan Housing Element policies and plans for the City, its elected officials, staff and the public. The purpose of the Implementation Plan is to ensure the overall direction provided in the General Plan for growth and development is translated from general terms to specific actions.

Each housing implementation measure is a program, procedure, or technique that requires additional City action. This action may either occur on a City-wide basis, (e.g. zoning ordinance amendment or adoption of specific criteria), or in individual sub-areas for actions (creation of a financial assistance package for a specific affordable housing project). The City Council, by relating the Implementation Plan to the General Plan, recognizes the importance of long-range planning decisions in a day-to-day decision making and budgeting. Implementation of the specific programs will be subject funding constraints.

Use of the General Plan Housing Element Implementation Program

The Implementation Program is intended for use as the basis for preparing the Annual Report to the City Council and the Community Redevelopment Agency Board of Directors on the status of the City/Agency's progress in implementing the Housing Element of the General Plan as described in Section 6540 of the California Government Code and the provisions of SB .

Housing Improvements

H-1 Annual Review of Housing Element Implementation	Review implementation of the goals, policies and programs on an annual basis and include in the Annual Report prepared on the General Plan.
Responsible Agency/Department:	Planning
Funding Source:	General Fund
Time Frame:	Annually
Related Policies:	All
H-2 Review Capital Improvement Program to Ensure Adequate Infrastructure	Review the Capital Improvement Program to insure that adequate infrastructure to serve existing residential neighborhoods is maintained.
Responsible Agency/Department:	Planning / Engineering and Building
Funding Source:	General Fund, Systems Development and other funds
Time Frame:	Annually
Related Policies:	1.3, 1.5
H-3 Continuation of Neighborhood Preservation Program	Apply for grant funding for assisting eligible households to rehabilitate deteriorating units.
Responsible Agency/Department:	Planning
Funding Source:	General Fund, CRA Set-Aside, CDBG grant funds
Time Frame:	Annually
Related Policies:	1.1, 1.2, 1.3, 1.4, 1.6, 1.7
H-4 Enforce Provisions of Mobile Home Rent Stabilization Program	Continue to enforce provisions of Mobile Home Rent Stabilization Program to conserve affordability of existing units.
Responsible Agency/Department:	Planning
Funding Source:	General Fund
Time Frame:	On-going
Related Policies:	1.3

H-5 Apply for Community Development Grant Funding to Assist Eligible Households	Make application to the State of California for Community Development Block Grant and HOME funds to assist in the creation and maintenance of affordable housing opportunities.
Responsible Agency/Department:	Planning
Funding Source:	CRA Housing Set-Aside, CDBG, HOME
Time Frame:	Annually
Related Policies:	1.4

Housing Production

H-6 Adopt a First-Time Homebuyer Program	Create a first-time Homebuyers program to assist eligible households in purchase of a home.
Responsible Agency/Department:	Planning
Funding Source:	CRA Housing Set-Aside, CDBG, HOME
Time Frame:	2000
Related Policies:	2.3, 4.3
H-7 Identification of Affordable Housing Sites	In conjunction with Land Use Element encourage affordable projects on designated sites. In addition, continue to identify additional compatible sites for consideration.
Responsible Agency/Department:	Planning
Funding Source:	General Fund, CRA Housing Set-Aside
Time Frame:	On-going
Related Policies:	3.1, 3.2,
H-8 Use of Housing In-Lieu Fee	Encourage the creation of new affordable housing construction by assisting project feasibility with the use of City Housing In-Lieu Fees.
Responsible Agency/Department:	Planning
Funding Source:	Housing In-Lieu Fees
Time Frame:	On-going
Related Policies:	2.1, 2.3, 3.1, 3.2, 4.2, 6.1

H-8 Use of Density Bonus

Continue to provide density bonus provisions for eligible affordable housing projects as defined by the Municipal Code.

Responsible Agency/Department: Planning
Funding Source: General Fund
Time Frame: On-going
Related Policies: 2.1, 3.1, 3.2, 4.2, 6.1

H-9 Other Housing Incentives

Continue to offer other housing incentives such as additional density based upon unit size and direct or indirect financial assistance.

Responsible Agency/Department: CRA, Planning
Funding Source: CRA Set-aside, Housing In-Lieu Fees, other grants
Time Frame: On-going
Related Policies: 2.1, 3.1, 3.2, 4.2, 6.1, 6.2, 6.3, 6.4

H-10 Residential Density for Affordable Housing Units

Amend provisions of the Municipal Code to increase residential density overlay for all affordable housing projects to 25 units per acre.

Responsible Agency/Department: Planning
Funding Source: General Fund
Time Frame: 2001
Related Policies: 2.1, 3.1, 3.2, 4.2, 6.1

Housing Assistance

H-11 Emergency Foreclosure and Rent Relief Program

Adopt an Emergency Foreclosure and Rent Relief Program to assist households that need to maintain or retain shelter

Responsible Agency/Department CRA, Planning
Funding Source: Housing Set-aside funds
Time Frame: 2001
Related Policies: 4.2

H-12 Correct Health and Safety Violations

Continue to conduct Title 25 Health and Safety inspections for Mobile Homes and enforcement of Minimum Maintenance regulations of the City. Where households qualify provide grants or loan assistance.

Responsible Agency/Departments: CRA, Planning, Engineering and Building
Funding Source: CRA Set-aside, CDBG
Time Frame: On-going
Related Policies: 1.4, 1.7

H-13 Provide Financial Assistance for Affordable Housing Projects/Programs

Continue to evaluate affordable project feasibility and create assistance package to generate new affordable housing units.

Responsible Agency/Department: CRA, Planning
Funding Source: CRA Set-aside, Housing In-Lieu, Tax Credits, Grants
Time Frame: On-going
Related Policies: 2.3, 3.1, 4.2, 4.3, 6.1

H-14 Rental Subsidy Program

Continue to fund Rental Subsidy Program for eligible households to insure that no more than 30% of income is paid for shelter. This program is to subsidy for a maximum of two years per eligible household.

Responsible Agency/Department: CRA, Planning
Funding Source: CRA Set-aside
Time Frame: On-going
Related Policies: 5.1

Removal of Government Constraints

H-15 Evaluate City Regulations to Streamline the Development Review Process

As part of Title 9 revision program, evaluate potential modifications to existing regulations and development review process to reduce the amount of time required to consider residential applications.

Responsible Agency/Department: Planning
Funding Source: General Fund
Time Frame: 2001
Related Policies: 6.3, 6.4

Equal Housing Opportunities

H-16 Increase Public's Awareness of Fair Housing Laws	Increase general awareness of fair housing laws by increasing publication in newspapers of local circulation and official documents and Web site of the City and Agency
Responsible Agency/Department:	Planning, City Manager, CRA
Funding Source:	General Fund, CRA
Time Frame:	On-going
Related Policies:	7.1, 7.2
H-17 Referral of Complaints to Enforcement Agency	Designation of City Manager's Office for referral of complaints to the appropriate enforcement agency for investigation and prosecution.
Responsible Agency/Department:	City Manager
Funding Source:	General Fund
Time Frame:	On-going
Related Policies:	7.1, 7.2
H-18 Equal Access to all City/Agency Housing Programs	All City and Agency housing programs shall be offered to all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.
Responsible Agency/Department:	Planning, CRA
Funding Source:	General Fund, CRA Set-aside
Time Frame:	On-going
Related Policies:	7.1, 7.2

Table H-16.
SUMMARY OF QUANTIFIED OBJECTIVES
2000 through 2005
INCOME GROUPS

New Construction	*Very Low*	*Low*	*Moderate*	*Above Moderate*	*Total*
Affordable Density Bonus program	*130*	*41*			*171*
Senior Housing	*34*	*100*	*115*		*249*
Inclusionary Housing			*60*		*60*
First Time Buyers		*100*	*100*		*200*
Private Market			*152*	*720*	*874*
Total:	***164***	***241***	***427***	***720***	***1,552***
*SCAG Fair Share **	*164*	*116*	*167*	*393*	*840*
Conservation/ Rehabilitation					
Mobile Home Rent Stabilization	*675*	*675*			*1,350*
Mobile Home Rehabilitation Title 25 Safety Repairs	*250*	*250*			*500*
Neighborhood Enhancement Program		*14*			*14*
Emergency Foreclosure	*100*				*100*
Rental Subsidy Program	*60*				*60*
Rental Supplement Program	*100*				*100*
Total Conservation/ Rehabilitation	*1,185*	*939*			*2,124*

** SCAG Fair Share categories based upon most recent RHNA (1999)*

Responsible Agency/Department: Planning Department, Engineering and Building, Public Works
Funding Source: Development Fees, General Fund, gas tax, ISTEA
Time Frame: Ongoing
Related Policies: 1.1, 1.2, 1.3, 1.4, 1.5, 1.6

Public Transportation and Trails Network

C-4 Improved Transit Service

Work with OCTA to improve transit service and encourage ridership through the following actions:

- Require transit facilities in major new development and rehabilitation projects;
- Coordinate with OCTA to expand transit routes to new areas of development and the Sphere of influence; and
- Work with OCTA to provide special transit services (such as direct service shuttles) to meet community needs.

Responsible Agency/Department: Public Works
Funding Source: OCTA, Development fees, General Fund, gas tax, ISTEA
Time Frame: Ongoing
Related Policies: 2.1, 2.2, 2.3

C-5 Regional Public Transportation Facilities

Coordinate with OCTA and Caltrans to develop new regional public transportation facilities such as park-and-ride lots near the San Diego Freeway and Ortega Highway.

Responsible Agency/Department: Public Works
Funding Source: OCTA, Caltrans, General Fund, gas tax, ISTEA
Time Frame: Ongoing
Related Policies: 2.1, 2.2, 2.3

C-5 Trail Acquisition and Improvements

Adopt and implement a capital improvement program including trail acquisition and improvements to the local trail system.

Responsible Agency/Department: Community Services, Engineering and Building
Funding Source: Parks & Recreation Fund, General Fund, Measure D Funds
Time Frame: Ongoing
Related Policies: 3.1

Regional Transportation

C-7 Coordinate Local and Major Transportation Improvements

To reduce expenditures, improve design, and minimize traffic disruption, coordinate local street improvements with major transportation system improvement projects such as the Foothill Tollway Segment (Segment CP) and improvements to Interstate 5. In addition the impacts of both development projects and major transportation projects will be monitored and mitigation may be required.

Responsible Agency/Department: Engineering and Building
Funding Source: General Fund, Development Fees, gas tax, ISTEA
Time Frame: Ongoing
Related Policies: 5.1,5.2, 5.3

Safety

This Implementation Program provides actions to implement the adopted policies and plans identified in the Safety Element. The Safety Element Implementation Program is a series of actions, procedures and techniques which includes a description of the responsible agency/department, funding source, time frame and related policies in the Safety Element.

Natural Hazards

S-1 Natural Hazards Risk Reduction

Reduce the risk to the community from hazards related to geologic conditions, seismic activity, wildfires, structural fires and flooding by requiring feasible mitigation of such impacts on existing, new development and redevelopment. Assess development proposals for potential hazards pursuant to the California Environmental Quality Act. Require measures to mitigate all identified significant public safety hazards. Address the following subjects in the assessment:

- Steep slopes, unstable geologic materials and faulting;
- Flooding;
- Brush and structural fires, and adequacy of water pressure for fire fighting purposes;
- Aircraft overflights;
- Hazardous materials use, transport, storage or disposal; and
- Ground transportation hazards (rail and roadway system).

Responsible Agency/ Department: Planning, Engineering and Building, Public Works
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 1.1, 1.2, 1.3, 1.4

S-2 Open Space Easements for Geologic Hazards

Where geologic instability can be identified and can not be mitigated, or presence of faulting is identified, use open space easements and other regulatory techniques to prohibit development and avoid public safety hazards.

Responsible Agency/ Department: Planning, Engineering and Building, Public Works
Funding Source: General Fund, development fees
Time Frame: Ongoing
Related Policies: 1.1

S-3 Structural Design

To minimize damage from earthquakes and other geologic activity, implement the most recent state and seismic requirements for structural design of new development and redevelopment.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund, development fees
Time Frame: Ongoing
Related Policies: 1.1

S-4 Seismic Hazard Mitigation Ordinance

To minimize structural damage from earthquakes, implement the City's Seismic Hazard Mitigation Ordinance requirements for structural design of new development and redevelopment.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund, development fees
Time Frame: Ongoing
Related Policies: 1.1

S-5 Seismic Retrofitting

Implement a program to identify and retrofit any unreinforced masonry buildings and other potentially hazardous buildings within the City. The program may include the following:

- Set a list of priorities and criteria by which strengthening of the buildings identified as hazardous will be established and conducted;
- Offer incentives to engender support among building owners, such as tax waivers, tax credits and waivers of zoning restrictions; and
- Adopt an educational program, such as informational mailings to encourage private owners to seismically upgrade their houses.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund, development fees
Time Frame: Ongoing
Related Policies: 1.1

S-6 Soil and Geologic Surveys

During review of development and redevelopment proposals, require surveys of soil and geologic conditions by state licensed Engineering Geologists and Civil Engineers where appropriate.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 1.1

S-7 Liquefaction Zoning Overlays

Develop zoning overlays that augment the City's land use and zoning ordinance to identify those areas where more detailed geotechnical studies should be carried out as part of liquefaction-susceptibility investigation, restrict development in liquefaction-prone areas, or to establish specific building design standards aimed at reducing the risk of liquefaction.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 1.1

S-8 Hillside Management District

Review and update the Hillside Management District (Section 9-3.5.5) to protect the natural form of the hillsides and reduce the risks from slope instability and failure. This section should also include a slope/density formula for the placement of structures on steep hillside slopes.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 1.1

S-9 Technical Guidelines for Soils and Geology Reports

Continue to implement the City's adopted Technical Guidelines for Soils and Geology Reports in order to reduce geologic hazards for new development and redevelopment projects.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 1.1

S-10 Emergency Preparedness Plan

Maintain the Emergency Preparedness Plan under the provision of the State Emergency Management System format to maximize the efforts of emergency service providers (e.g., fire, medical,

and law enforcement) and minimize human suffering and property damage during disasters. Support high-level multi-jurisdictional cooperation and communication for emergency planning and management. Solicit private individuals and organizations to enhance service provider communications and response with cellular telephones, ham radios, AM/FM radio and cable television.

Responsible Agency/ Department: City Manager, Public Works, Emergency Service Providers
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 4.1

S-11 Emergency Preparedness Education

Educate all citizens to take appropriate action to safeguard life and property during and immediately after emergencies. Education about emergency preparedness can occur through the distribution of brochures, presentations to civic groups and homeowners associations, and instruction in local schools.

Responsible Agency/ Department: Planning, Capistrano Unified School District
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 4.2

S-12 Flood Control Insurance

Continue to participate in the National Flood Insurance Program (NFIP) program.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund, development fees
Time Frame: Ongoing
Related Policies: 1.2

S-13 Promote Fire Prevention

Promote Fire Prevention in San Juan Capistrano in the following ways:

- Work closely with the Orange County Fire Authority to implement fire hazard education and fire prevention programs, including fuel modification and weed abatement programs;
- Coordinate with the City's Water Department, local water districts and the Orange County Fire Authority to ensure that water pressure for existing developed areas and sites to be developed is adequate for fire fighting purposes; and

- Adopt and implement the most recent Uniform Fire Code provisions and appropriate amendments to reflect the unique San Juan Capistrano topography, vegetation and urban form.

Responsible Agency/ Department: Planning, Orange County Fire Authority, Public Works
Funding Source: General Fund, development fees, Orange County Fire Authority, property owners
Time Frame: Ongoing
Related Policies: 1.3, 1.4

Human Activity Hazards

S-14 Human Related Hazards Risk Reduction

Protect the community from hazards related to air pollution, nuclear power production, hazardous materials and ground transportation by requiring feasible mitigation of such impacts associated with new development and redevelopment.

Responsible Agency/ Department: Planning
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 2.1, 2.2, 2.3, 2.4, 2.5

S-15 Air Pollution Reduction

Continue to work with the South Coast Air Quality Management District and the most recent Air Quality Management Plan to improve the regional transportation system and regional air quality.

Responsible Agency/ Department: Planning, South Coast Air Quality Management District
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.1

S-16 Nuclear Power Production Risks Reduction

Reduce the nuclear power production risks in the following ways:

- Coordinate with federal, state and Southern California Edison to minimize the risks related to nuclear power production; and
- Continue to implement measures related to the San Onofre Nuclear Generating Station (SONGS) in the City's Emergency Preparedness Plan, including the designation of evacuation routes and shelters.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.2

S-17 Hazardous Materials

Minimize public health risks and environmental risks from the use, transport, storage and disposal of hazardous materials with the following approaches:

- Cooperate with federal, state and county agencies to effectively regulate the management of hazardous materials and hazardous waste;
- Cooperate with the County of Orange to implement the applicable portions of the County Hazardous Waste Management Plan;
- Identify roadway transportation routes for conveyance of hazardous materials (the City does not exercise jurisdiction over transportation of freight along railroad right-of-way);
- Implement an emergency response plan for accidents involving hazardous materials;
- Cooperate with the Certified Unified Program Agency (CUPA) for the City of San Juan Capistrano (the County of Orange Health Care Agency Environmental Health Division), and the Orange County Fire Authority to administer Risk Management Plans for businesses within the City.

Responsible Agency/ Department: Planning, Public Works, County of Orange, Engineering and Building
Funding Source: General Fund, federal/state/local regulatory agencies
Time Frame: Ongoing
Related Policies: 2.3, 2.4

S-18 Household Hazardous Waste Program

Implement a Household Hazardous Waste Program to protect residents from dangers resulting from the use, transport and disposal of hazardous materials used in the home. The program includes public education about health and environmental hazards of household hazardous materials, and identifies Prima Deshecha Landfill as an authorized pick-up station.

Responsible Agency/ Department: City Manager's Office
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.3, 2.4

S-19 Ground Transportation Safety

Minimize the potential for accidents involving railways, automobiles, pedestrians, cyclists, and equestrian riders by working closely with the Orange County Sheriff's Department, OCTA, SCRRA, the Atchison, Topeka and Sante Fe Railway Company and the California Highway patrol to identify safety problems and implement corrective measures.

Responsible Agency/ Department: Planning, Public Works, Engineering and Building
Funding Source: General Fund, OCTA, Amtrak, SCRRA, Santa Fe Railway Company and the California Highway Patrol, Caltrans, Transportation Corridors Agencies
Time Frame: Ongoing
Related Policies: 2.5

S-20 Signal Preemption Program

Continue to implement the signal preemption program allowing emergency vehicles to preempt signalized traffic lights in order to reduce response time to emergencies.

Responsible Agency/ Department: Public Works, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.5

S-21 Minimize Criminal Activity

Protect residents and businesses from criminal activity by providing substantive levels of police protection and educating the public about methods to reduce criminal activity. The specific actions to implement these goals are identified below;

- When renewing the service contract with the Orange County Sheriff's Department, ensure that contracted staffing levels correspond to the population and geography of San Juan Capistrano, and that sufficient emphasis is placed on staff and programs for crime prevention;

- Ensure that mutual aid agreements between the Orange County Sheriff's Department and the police departments of surrounding jurisdictions are in place for emergency situations;

- Use defensible space and lighting concepts in development project designs to enhance public safety;
- Coordinate with the Orange County Sheriff's Department to increase public awareness about criminal activity and crime prevention activities. Maximize the use of after school programs, volunteer programs and Neighborhood Watch programs throughout the City; and
- Coordinate with the Orange County Sheriff's Department and Capistrano Unified School District to provide periodic crime prevention programs in local schools.

Responsible Agency/ Department: Planning, Orange County Sheriff's Department, Capistrano Unified School District

Funding Source: General Fund

Time Frame: Ongoing

Related Policies: 3.1, 3.2, 3.3

Conservation & Open Space

This Implementation Program provides actions to implement the adopted policies and plans identified in the Conservation & Open Space Element. The Conservation & Open Space Element Implementation Program is a series of actions, procedures and techniques which includes a description of the responsible agency/department, funding source, time frame and related policies in the Conservation & Open Space Element.

Open Space Resources

COS-1 Open Space Master Plan

Update and implement the Open Space Master Plan to ensure proper preservation, maintenance and management of open space and recreation resources and agricultural activity within the City. Reevaluate the Open Space Master Plan in terms of evolving open space, parks and recreation demands and economic resources available in the City.

Responsible Agency/ Department: Community Services, Planning, Public Works, Engineering and Building
Funding Source: General Fund, Parks and Recreation Fund, Measure M, in-lieu fees
Time Frame: Annually
Related Policies: 1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 2.4, 3.1, 3.2, 4.1, 5.2

COS-2 Joint Venture Open Space Management

Support the joint-venture use of open space areas to reduce City maintenance costs and increase City revenues for maintaining historic resources, open space and parks and recreational facilities. Coordinate with public and private organizations to provide revenue generating open space uses such as golf courses and environmental banking sites to generate revenue to protect important open space resources.

Responsible Agency/ Department: Community Services, Planning, Engineering and Building
Funding Source: Parks and Recreational Fund, user fees
Time Frame: Ongoing
Related Policies: 1.1, 1.2, 1.3, 3.1

Natural Resources

COS-3 Protect Natural Resources

Assess development proposals for potential impacts to significant natural resources pursuant to the California Environmental Quality Act (CEQA), Natural Community Conservation Program (NCCP) and associated federal regulations. Require appropriate mitigation for all significant impacts if impact avoidance is not possible. Address the following subjects in impact assessment:

- Riparian and wetland habitat;
- Coastal sage scrub habitat;
- Rare and endangered plant and animal species;
- Wildlife movement corridors;
- Agricultural land;
- Habitat fragmentation; and
- Significant tree stands.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: Development fees/mitigation, Agricultural Preservation fees
Time Frame: Ongoing
Related Policies: 2.1, 3.2, 4.1, 5.1, 5.2

COS-4 Natural Community Conservation Program (NCCP)

Consider participation in the county Coastal Sage Scrub Natural Community Conservation Program. In the event the City participates in the NCCP, interim- and implementation-level mitigation measures and mandatory findings will be included in environmental documentation for proposed projects pursuant to NCCP requirements.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund, County, Development fees
Time Frame: Ongoing
Related Policies: 2.1, 2.2, 2.3, 2.4, 3.2, 4.1

COS-5 Protect Important Landform Features

Assess development proposals for potential impacts to important geologic and scenic landform features pursuant to the California Environmental Quality Act. Require appropriate mitigation measures, including environmentally sensitive site planning and grading, revegetation and open space dedication, for all significant impacts. Consider important topographical features, watershed areas, ridgelines, soils and potential erosion problems in the assessments.

Responsible Agency/ Department: Planning
Funding Source: Development fees/mitigation
Time Frame: Ongoing
Related Policies: 2.3, 4.1, 5.1, 5.2, 5.3

Air Quality

COS-6 Participation in Regional Air Quality Programs

Work with the South Coast Air Quality Management District and the Southern California Association of Governments to implement the Air Quality Management Plan and meet federal and state air quality standards for all pollutants. To ensure that new measures can be practically enforced in the region, participate in future amendments and updates of the AQMP.

Responsible Agency/ Department: Planning, Public Works, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 6.1, 6.2, 6.3, 6.4, 6.5, 6.6

COS-7 Transportation Demand Management

Implement the City's Transportation Demand Management program as contained in the City's Title 9 in order to implement the provisions of the most recent Air Quality Management Plan.

Responsible Agency/ Department: Planning, Public Works, Engineering and Building
Funding Source: General Fund, AQMD Revenue
Time Frame: Ongoing
Related Policies: 6.1, 6.2, 6.3, 6.4, 6.5

COS-8 Transportation System Management

Implement the programs described in the Circulation and Public Facilities/Growth Management Elements related to TSM to avoid traffic congestion and reduce related emission levels.

Responsible Agency/ Department: Planning, OCTA, Caltrans, Engineering and Building
Funding Source: Development fees, Measure M Funds, State and Federal Funding
Time Frame: Ongoing
Related Policies: 6.1, 6.2, 6.3, 6.4, 6.5

COS-9 Improve Jobs-to Housing Balance

Promote the development of job-generating land uses to improve the balance between jobs and housing and reduce air emissions.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 6.1, 6.2, 6.4, 6.5

COS-10 Minimize Impacts of New Development

Review development proposal for potential air quality impacts pursuant to the California Environmental Quality Act and the South Coast Air Quality Management District CEQA Air Quality Handbook. Reduce impacts using available land use and transportation planning techniques such as:

- Incorporation of public transit stops;
- Pedestrian and bicycle linkage to commercial centers, employment centers, schools and parks;
- Preferential parking for car pools;
- Traffic flow improvements; and
- Employer trip reduction programs.

Responsible Agency/ Department: Planning
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 6.1, 6.2, 6.6

COS-11 Control Dust and Particulate Matter

To reduce dust and particulate matter levels, implement AQMD's fugitive dust control measures such as:

- Restricting outdoor storage of fine particulate matter;
- Controlling construction activities and emissions from unpaved areas; and
- Paving areas used for vehicle maneuvering.

Responsible Agency/ Department: Planning, Public Works, Engineering and Building, Orange County Sheriff's Department
Funding Source: General Fund
Time Frame: 1994
Related Policies: 6.1, 6.2

COS-12 Implement State Energy Performance Requirements

To meet state energy conservation requirements, adopt local legislation to establish, update and implement building code requirements for energy performance according to Title 24 Energy Regulations. Encourage project proponents to incorporate energy conservation techniques in proposed projects. Provide brochures with information on energy efficient building and site design at the public counter.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund, development fees
Time Frame: Ongoing
Related Policies: 6.6

COS-13 Energy Efficient Public Buildings

Implement energy conservation measures in public buildings through the following actions:

- Promote energy efficient building and site design for all new public buildings during the site development permit process; and
- Install energy saving devices in new public buildings and retrofit existing public buildings.

Responsible Agency/ Department: Planning, Public Works, Engineering and Building
Funding Source: Utility companies (through rebates), General Fund
Time Frame: Ongoing
Related Policies: 6.6

COS-14 Promote Energy Retrofit Programs

Promote retrofit programs by the City to reduce energy usage and consequently reduce emissions from energy consumption. Provide informational literature about available retrofit programs at City offices. Inform property owners of retrofit programs when plans for remodeling and rehabilitation projects are submitted.

Responsible Agency/ Department: Public Works, Planning, Southern California Gas Company, Southern California Edison Company, Engineering and Building
Funding Source: General Fund, Development fees, Southern California Gas Company, Southern California Edison Company
Time Frame: Ongoing
Related Policies: 6.6

COS-15 Electric Vehicle Charging Areas

Include electric vehicle charging areas in new public and private development and redevelopment projects. Inform property

owners of electric charging vehicle area programs when plans for development and redevelopment projects are submitted.

Responsible Agency/ Department: Public Works, Planning, Southern California Gas Company, Southern California Edison Company, Engineering and Building

Funding Source: General Fund, development fees, Southern California Gas Company, Southern California Edison Company

Time Frame: Ongoing

Related Policies: 6.5, 6.6

Water Quality

COS-16 Improve Surface Water Quality

To reduce pollutants in urban runoff, require new development projects and substantial rehabilitation projects to incorporate Best Management Practices pursuant to the National Pollutant System Discharge Elimination System Permit (NPDES) and the County of Orange Drainage Area Master Plan to ensure that the City complies with applicable State and federal regulations.

Responsible Agency/ Department: Public Works, Planning, Engineering and Building

Funding Source: Development fees, drainage fees, General Fund, State and Federal funding sources.

Time Frame: Ongoing

Related Policies: 7.1, 7.3

COS-17 Promote Water Conservation

Encourage water conservation throughout San Juan Capistrano in the following ways:

- Require the use of drought resistant plant species in landscaping for private and public areas, including parks;
- Work with the City and Capistrano Unified School District to establish water conservation educational programs; and
- Require the incorporation of water conservation devices (including low-flush toilets, flow restriction devices and water conserving appliances) in new development, public projects and rehabilitation projects.

Responsible Agency/ Department: Planning, Public Works, Capistrano Unified School District

Funding Source: Water fees, Development fees, General Fund and Capistrano Unified School District

Time Frame: Ongoing

Related Policies: 7.2

Human Resources

COS-18 Community Participation in Land Use Decisions

Actively solicit citizen input from all segments of the City's population during the early stages of major public or private development projects and regulatory programs.

Responsible Agency/ Department: Planning
Funding Source: General Fund, Development fees
Time Frame: Ongoing
Related Policies: 8.1, 8.2 8.3

COS-19 Community Involvement Through Appointments

To maximize the public benefits of the diverse San Juan Capistrano population and volunteer sector, actively solicit applications from citizens for appointment to City committees and commissions.

Responsible Agency/ Department: City Council, Planning Commission, City Manager's Office, Planning, Community Services
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 8.1, 8.2

Noise

This Implementation Program provides actions to implement the adopted policies and plans identified in the Noise Element. The Noise Element Implementation Program is a series of actions, procedures and techniques which includes a description of the responsible agency/department, funding source, time frame and related policies in the Noise Element.

Noise Compatibility

N-1 Compatible Development

Use noise and land use compatibility standards to guide future planning and development decisions. Table N-1 in the Noise Element summarizes the standards for acceptable noise levels by land use types. Table N-2 in the Noise Element provides criteria for assessing the compatibility of future development with the noise environment. The compatibility criteria are based on the noise standards in Table N-1. Review development proposals to ensure that the noise standards and compatibility criteria are met. Require mitigation measures, where necessary, to reduce noise levels to meet the noise standards and compatibility criteria.

Responsible Agency/ Department: Planning
Funding Source: Development fees/mitigation
Time Frame: Ongoing
Related Policies: 1.1, 1.2

N-2 Acceptable Noise Levels for New Development

Ensure that new development is exposed to acceptable noise levels. Require acoustical analyses for all proposed development within the 60 dB CNEL contour as shown on Figure N-1, Future Noise Levels, in the Noise Element. Also require acoustical analyses for all proposed residential projects in the vicinity of existing and proposed commercial and industrial areas. Where the noise analyses indicate that the noise standards in Table N-2 will be exceeded, require noise control measures to be incorporated into the proposed development to reduce noise to acceptable levels. Noise control measures may include berms, walls, and sound attenuating architectural design and construction methods. Only permit new development if the noise standards and the City noise regulations can be met.

Responsible Agency/ Department: Planning
Funding Source: Development fees/mitigation
Time Frame: Ongoing
Related Policies: 1.2

N-3 Noise Insulation Standards

Enforce the provisions of the State of California Noise Insulation Standards (Title 24) that specify that indoor noise levels for multi-family residential living spaces shall not exceed 45 dB CNEL. The Title 24 noise standard is defined as the combined effect of all noise sources and is implemented when existing or future exterior noise levels exceed 60 dB CNEL. Figure N-, Future Noise Levels, will be used to determine where exterior noise levels exceed 60 dB CNEL. Title 24 requires that the standard be applied to all new hotels, motels, apartment houses and dwellings other than single-family dwellings. Also apply the standard to single-family dwellings and condominium conversion projects as official policy.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: Development fees/mitigation
Time Frame: Ongoing
Related Policies: 1.1, 1.2

N-4 Noise Control Coordination

To ensure continued effectiveness of noise control efforts, designate the Director of Engineering and Building Services as the noise control coordinator for new development and charged with the responsibilities of enforcing the City noise policy.

Responsible Agency/ Department: Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 1.1, 1.2

Transportation Noise

N-5 Reduce Roadway Noise

Mitigate noise impacts to acceptable levels from transportation activity to enhance the quality of the community. Incorporate noise control measures, such as sound walls and berms, into roadway improvement projects to mitigate impacts to adjacent development. Request Caltrans and the Orange County Transportation Corridor Agencies to provide noise control for roadway projects within the City. Particularly, advocate reducing noise impacts from the I-5 and Ortega Highway.

Responsible Agency/ Department: Planning, Public Works, Engineering and Building
Funding Source: General Fund, Development fees/mitigation, Measure M funds, Gas Tax Revenues
Time Frame: Ongoing
Related Policies: 2.1, 2.2

N-6 Noise Reduction Information

Provide written information describing methods of retrofitting existing structures and properties to reduce noise impacts, including sound insulation, double-pane glass windows, sound walls, berming and other measures.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.3

N-7 Vehicle Noise

Coordinate with the Orange County Sheriff's Department and the California Highway Patrol to enforce the California Vehicle Code pertaining to noise standards for cars, trucks and motorcycles.

Responsible Agency/ Department: Planning, Orange County Sheriff's Department
Funding Source: General Fund, Orange County Sheriff's Department, California Highway Patrol
Time Frame: Ongoing
Related Policies: 2.1, 2.2

N-8 Reduce Aircraft Noise Impacts

If portions of the City become subject to the CNEL = 65 dB noise contour overlay associated with aircraft noise from MCAS El Toro, prohibit new residential development within the 65 dB noise contour associated with MCAS El Toro.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.4

N-9 Reduce Vehicle/ Rail Noise Impacts

Encourage construction of noise barriers along existing residential areas adjacent to the OCTA railroad. To reduce train noise, encourage Southern California Regional Rail Authority, Amtrak and Santa Fe Railway Company to maintain existing welded track in good repair, minimize train horn soundings to the extent permitted by law, and use improved vehicle system technology and procedures. Monitor existing operations on the

railroad in addition to any plans for future rail infrastructure or service development. Discourage all actions that increase noise levels unless impacts are mitigated to comply with the Noise Element standards.

Responsible Agency/ Department: Engineering and Building, Planning, Southern California Regional Rail Authority, Amtrak, Santa Fe Railway Company
Funding Source: General Fund, OCTA, Santa Fe Railway Company
Time Frame: Ongoing
Related Policies: 2.1, 2.3

Non-Transportation Noise

N-10 Noise Regulations

Continue to enforce the City noise regulations to protect residents from excessive noise levels from stationary sources. The regulations provide protection from non-transportation related noise sources such as music, machinery, pumps, and air conditioners on private property. Periodically evaluate regulations for adequacy and revise, as needed, to address community needs and changes in legislation and technology.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 3.1, 3.2

N-11 Minimize Commercial Noise

Limit delivery or service hours for stores with loading areas, docks or trash bins that front, side, border or gain access on driveways next to residential and other noise sensitive areas. Only approve exceptions if full compliance with the nighttime limits of the noise regulations are achieved.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 3.1, 3.2

N-12 Minimize Construction Noise

Require all construction activity to comply with the limits established in the City noise regulations.

Responsible Agency/ Department: Planning
Funding Source: General Fund, Development fees
Time Frame: Ongoing
Related Policies: 1.2, 3.1, 3.2

N-13 City Noise Compliance

All City departments and agencies will comply with local, state and federal noise standards, including state and federal OSHA standards. All new equipment or vehicle purchases will comply with local, state and federal noise standards. Such equipment includes compressors, air conditioners, leaf blowers and other fixed and mobile machinery. Purchase noise producing equipment with the necessary noise abating equipment installed.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 3.1, 3.2

N-14 City Contracts

Reduce the noise impacts associated with City services acquired through contracts with other public and private entities, such as street sweeping, solid waste removal and transport, landscaping maintenance, construction projects and emergency services.

Responsible Agency/ Department: Planning, Public Works, Community Services
Funding Source: City Service Contracts
Time Frame: Ongoing
Related Policies: 3.1, 3.2

Cultural Resources

This Implementation Program provides actions to implement the adopted policies and plans identified in the Cultural Resources Element. The Cultural Resources Element Implementation Program is a series of actions, procedures and techniques which includes a description of the responsible agency/department, funding source, time frame and related policies in the Cultural Resources Element.

Preservation of Historic, Archaeologic and Paleontologic Resources

CR-1 Preserve Significant Historic Resources

Assess development proposals for potential impacts to significant historic resources pursuant to § 15064.5 of the California Environmental Quality Act Guidelines. For structures that potentially have historic significance, require a study conducted by a professional archaeologist or historian to determine the actual significance of the structure and potential impacts of the proposed development. Require modification of projects to avoid significant impacts, or require mitigation measures. Protect historical buildings and sites to the extent possible.

Responsible Agency/ Department: Planning
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 1.1, 1.2, 1.3

CR-2 Protect Significant Archaeological Resources

Assess development proposals for potential impacts to significant archaeologic resources pursuant to § 15064.5 of California Environmental Quality Act Guidelines. Require a study conducted by a professional archaeologist for all development proposals located in areas shown as sensitive on Figure CR-2 in the Cultural Resources Element. The objective of the study is to determine if significant archeological resources are potentially present and if the project will significantly impact the resources. If significant impacts are identified, either require the project to be modified to avoid the impacts, or require measures to mitigate the impacts. Mitigation may involve archaeological investigation and resource recovery.

Responsible Agency/ Department: Planning
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 1.1

CR-3 Protect Significant Paleontologic Resources

Assess development proposals for potential impacts to significant paleontologic resources pursuant to § 15064.5 of the California Environmental Quality Act. If the project involves earth work, require a study conducted by a professional paleontologist to determine if paleontologic assets are present, and if the project will significantly impact the resources. If significant impacts are identified, either require the project to be modified to avoid impacting the paleontologic materials, or require measures to mitigate the impacts.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 1.1

CR-4 Historical and Cultural Landmarks and Historic Preservation Ordinances

Implement the City's Cultural Landmarks and Historic Preservation Ordinances.

Responsible Agency/ Department: Planning, Cultural Heritage Commission
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 1.1, 1.2, 1.3

CR-5 Historical, Archaeological and Paleontological Resource Management Guidelines

Review development proposals for compliance with the Historical, Archaeological and Paleontological Resource Management Guidelines.

Responsible Agency/ Department: Planning, Cultural Heritage Commission
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 1.1, 1.2

CR-6 Establishment of Programs for Preservation of Historic/Archaeologic/ Paleontologic Resources

Identify and implement programs to assist and encourage private property owners to preserve historic, archaeologic, and paleontologic resources within the City.

Responsible Agency/ Department: Planning
Funding Source: Development fees, tax credits, grants
Time Frame: Ongoing
Related Policies: 1.3

CR-7 Inventory of Historic and Cultural Landmarks

Update the City's Inventory of Historic and Cultural Landmarks using criteria and recording standards consistent with state regulations for use in evaluating development proposals under CEQA.

Responsible Agency/ Department: Planning, Cultural Heritage Commission
Funding Source: General Fund, state and federal funding programs
Time Frame: Ongoing
Related Policies: 1.2

Community Design

This Implementation Program provides actions to implement the adopted policies and plans identified in the Community Design Element. The Community Design Element Implementation Program is a series of actions, procedures and techniques which includes a description of the responsible agency/department, funding source, time frame and related policies in the Community Design Element.

Image and Identity

CD-1 Image Enhancement

Develop a design and improvement plan based on the City Capital Improvement Plan including strengthened landscaping, identification graphics, downtown lighting and other physical improvements to enhance major public thoroughfares and activity areas.

Responsible Agency/ Department: Planning, Public Works, Engineering and Building
Funding Source: General Fund
Time Frame: 2000/2001
Related Policies: 1.2, 2.1, 3.3

CD-2 Architectural Design Guidelines

Implement the City's Architectural Design Guidelines to preserve the City's sense of place and village-like community.

Responsible Agency/ Department: Planning
Funding Source: General Fund, Development fees
Time Frame: Ongoing
Related Policies: 2.1

CD-3 Historic Depiction Program

Implement the Historic Depiction Program established by City Council Policy 606 to provide historical context by emphasizing events, people and places which have been historically significant to the development of the community. Apply the Historic Depiction standards to all non-residential projects. Encourage developers to use the following hardscape elements, among others, to create interest in projects and meet Historic Depiction Program Policy:

- Wall murals
- Entry sculptures
- Viewing areas or wells

- Courtyard fountains
- Benches or seating areas

Responsible Agency/ Department: Planning, City Council, Planning Commission, Cultural Heritage Commission
Funding Source: General Fund, Development fees
Time Frame: Ongoing
Related Policies: 1.2, 1.3, 2.1

CD-4 Site Development Permit and Environmental Review

Utilize a site development permit process and the California Environmental Quality Act in the review of proposed development projects to promote high quality in urban design and reduce impacts to natural landform features and views.

Responsible Agency/ Department: Planning
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 1.1, 1.2, 1.3, 3.1, 3.2, 3.4

CD-5 Landscaping Standards

Implement landscape requirements for public and private development projects to promote greater visual and functional compatibility with residential development.

Responsible Agency/ Department: Planning
Funding Source: General Fund, Development fees/mitigation
Time Frame: Ongoing
Related Policies: 2.1

CD-6 Street Tree Master Plan

Implement the City's Street Tree Master Plan to enhance the street environment of the community and preserve the character of the City.

Responsible Agency/ Department: Planning
Funding Source: General Fund, Private Developers
Time Frame: Ongoing
Related Policies: 1.1, 1.2, 2.1, 3.3

CD-7 Protect Important Landform Features

Assess development proposals for potential impacts to important geologic features pursuant to the California Environmental Quality Act. Require appropriate mitigation measures, including environmentally sensitive site planning and grading, revegetation and open space dedication, for all significant impacts. Consider important topographical features, watershed

areas, ridgelines, soils and potential erosion problems in the assessments.

Responsible Agency/ Department:	Planning
Funding Source:	Development fees
Time Frame:	Ongoing
Related Policies:	1.1, 3.1, 3.2, 3.4

Growth Management

This Implementation Program provides actions to implement the adopted policies and plans identified in the Growth Management Element. The Growth Management Element Implementation Program is a series of actions, procedures and techniques which includes a description of the responsible agency/department, funding source, time frame and related policies in the Growth Management Element.

Interjurisdictional Coordination and Cooperation

GM-1 Interjurisdictional Planning Forums

Participate in inter-jurisdictional planning forums in the following ways:

- Cooperate with the County of Orange, the Orange County Transportation Authority (OCTA) and other local jurisdictions through the Regional Advisory and Planning Council (RAPC), or other appointed bodies, to implement Measure M and the development of future revisions;

- Work with interjurisdictional forums (such as the City-County Coordinating Committee) to make sure that the City's fees are consistent with minimally acceptable impact fees for application in the Growth Management Areas 9 and 11 (GMAs);

- Participate in the interjurisdictional planning forums for the GMAs 9 and 11 to discuss implementing traffic improvements, cooperative land use planning and appropriate mitigation measure for development projects with multi-jurisdictional impacts;

- Work with interjurisdictional planning forums to improve the subregional balance of jobs and housing;

- Cooperate with the County of Orange in implementing the Facility Implementation Plans and collaborating in the Development Monitoring Program;

- Cooperate with state, county and local governments in planning and implementing the City's Circulation Element, and coordinating efforts to ensure orderly development; and

- Coordinate population, housing, employment and land use projections with the state Department of Finance, Southern California Association of Governments (SCAG), the County of Orange Development Monitoring Program, and local school and water districts.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 1.1, 1.2, 1.3, 3.1

GM-2 Interjurisdictional Congestion Management Planning

Continue to cooperate with the County of Orange in annually updating the Congestion Management Plan (CMP) pursuant to AB 471 requirements. Participating in the annual CMP update will ensure that the City receives its share of state gasoline sales tax revenue for transportation improvements.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 2.1, 2.2

GM-3 Regional Development Monitoring

Monitor proposals for major new development in areas outside of San Juan Capistrano for potential impacts to the region and the City. Monitor regional and local transportation system, air quality impacts, open space and sensitive habitat fragmentation, impacts to regional landfill capacity, and exacerbation of the regional jobs/housing imbalance.

Responsible Agency/ Department: Planning
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 4.1, 4.2

Parks & Recreation

This Implementation Program provides actions to implement the adopted policies and plans identified in the Parks & Recreation Element. The Parks & Recreation Element Implementation Program is a series of actions, procedures and techniques which includes a description of the responsible agency/department, funding source, time frame and related policies in the Parks & Recreation Element.

Park and Recreation Facilities

PR-1 Open Space Master Plan

Update and implement the Open Space Master Plan to ensure proper preservation, maintenance and management of open space and recreation resources and agricultural activity within the City. Reevaluate the Open Space Master Plan in terms of evolving open space/recreation demands and economic resources within the City.

Responsible Agency/ Department: Community Services, Planning, Public Works, Engineering and Building
Funding Source: General Fund, Parks & Recreation Fund, Measure M, in-lieu fees
Time Frame: 2000/2001
Related Policies: 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 1.9, 2.1, 2.2, 3.1

PR-2 Parkland Facilities Improvement

Assess the existing park and recreation system according to the standards established in the Open Space Master Plan and the Parks & Recreation Element. Require dedication of park facilities, a fee in lieu thereof, or a combination of both, as a condition of new development pursuant to the Quimby Act. Periodically review park facility dedication and development fee requirements to ensure they reflect community demand, current land and construction costs.

Responsible Agency/ Department: Community Services, Planning
Funding Source: Development fees
Time Frame: 2000/2001
Related Policies: 1.1, 1.4, 1.5, 1.6, 1.7

PR-3 Park Maintenance

Properly maintain and operate the grounds and facilities of existing parks to minimize vandalism and crime, affirm safe and pleasant environments, and maximize public use and enjoyment.

Enhance the safety and maintenance of existing and future parks by:

- Developing operational maintenance standards to provide quality maintenance of Parks & Recreation facilities;
- Evaluating and modifying parkland and facilities design standards and developing a standard list of durable, environmentally sound and economical features and plant materials. Both City parks and parks irrevocably offered for dedication (IOD) to be eventually transferred to the City will be required to incorporate the standards;
- Conducting maintenance impact reports on park designs during the planning process to ensure that measures to reduce maintenance costs have been incorporated;
- Requiring the maintenance of privately owned open space areas and private parks located within subdivisions to be the financial responsibility of benefitting property owners (through homeowner's associations and commercial/industrial owner's association), ensuring the provision of adequate notice of this responsibility, and not accepting maintenance responsibilities of such recreational facilities;
- Exploring the use of Special Benefit or Maintenance Districts and/or community facilities districts for future public parks;
- Ensuring that new parklands and recreation facilities are fully improved before accepting maintenance responsibility; and
- Exploring the utilization of private maintenance, where appropriate, to reduce public cost.

Responsible Agency/ Department: Public Works, Community Services
Funding Source: General Fund, Development fees, property owners
Time Frame: Ongoing
Related Policies: 1.3, 1.4, 1.5, 1.7

PR-4 Recreational Opportunities

Provide a full range of recreational opportunities to serve the community by:

- Promoting a high level of public outreach by coordinating with community organizations, special interest groups and

private businesses to provide recreational program opportunities, and distributing newsletters or brochures to inform the community of available recreation programs and facilities;

- Coordinating with other agencies/ organizations such as the Capistrano Unified School District, private schools and other appropriate agencies to achieve maximum utilization of recreation programs and facilities in the community;
- Exploring means to provide programs to those who cannot afford to pay by utilizing corporate sponsorships, volunteers and joint use of school facilities and services; and
- Developing new recreation programs to reflect new needs and interests of the diverse population in San Juan Capistrano.

Responsible Agency/ Department: Community Services
Funding Source: Parks & Recreation Fund, General Fund
Time Frame: Ongoing
Related Policies: 1.1, 1.8

Trails

PR-5 Trail Acquisition and Improvements

Adopt and implement a capital improvement program for trail acquisition and improvements to the local trail system.

Responsible Agency/ Department: Community Services, Engineering and Building
Funding Source: Parks & Recreation Fund, General Fund, Measure D funds
Time Frame: Ongoing
Related Policies: 2.1, 2.2

PR-6 Trail Maintenance

Adopt and maintain an annual budget for trail maintenance.

Responsible Agency/ Department: Community Services, Public Works, Engineering and Building
Funding Source: Parks & Recreation Fund, General Fund, Measure D funds
Time Frame: Annually
Related Policies: 2.1, 2.2

Cooperation with Adjacent Cities

PR-7 Interagency Cooperation and Coordination

Coordinate with adjacent cities and agencies to study the feasibility of distributing the cost of building and maintaining recreational facilities to the actual users.

Responsible Agency/ Department: Community Services
Funding Source: Parks & Recreation Fund, General Fund
Time Frame: 2000/2001
Related Policies: 3.1

Public Services & Utilities

This Implementation Program provides actions to implement the adopted policies and plans identified in the Public Services & Utilities Element. The Public Services & Utilities Element Implementation Program is a series of actions, procedures and techniques which includes a description of the responsible agency/department, funding source, time frame and related policies in the Public Services & Utilities Element.

Law Enforcement and Fire Protection

PSU-1 Fire Protection and Law Enforcement Advisory Network

Establish an advisory network composed of representatives of local public service and utilities providers including the Orange County Fire Authority and the Orange County Sheriff's Department. The purpose of the advisory network is to ensure that community needs for fire protection and law enforcement services are being met and to review development proposals for consistency with fire and police facility requirements established in approved agreements with the City.

Responsible Agency/ Department: Planning, Public Works, Engineering and Building
Funding Source: General Fund, Development fees, Orange County Fire Authority, Orange County Sheriff's Department
Time Frame: Ongoing
Related Policies: 1.1, 1.2, 2.1, 2.2

PSU-2 Service Contract Renewal

When the City renews its service contract with the Orange County Sheriff's Department, consider the following issues:

- Service standards in San Juan Capistrano;
- The staffing levels identified in the service contracts should reflect the established service standards, community population, crime conditions, geography of the service area and availability of funds;
- The contracts should include service to development that will be constructed during the terms of the contracts; and
- The size of Orange County Sheriff's Department facilities in the City should accommodate staff and equipment and the distribution of facilities should maximize emergency

response times. Facility improvements to accommodate new development should be addressed in the contracts.

Responsible Agency/ Department: Planning, Orange County Sheriff's Department, Orange County Fire Authority
Funding Source: General Fund
Time Frame: Annually
Related Policies: 1.1, 1.2

Public Education

PSU-3 Schools to Serve the Community

Review development proposals for consistency with school facility requirements, work with the district to collect student impact fees and require the dedication of necessary school sites when appropriate.

Responsible Agency/ Department: Public Works, Planning, Capistrano Unified School District
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 3.1, 3.2

PSU-4 CUSD Master Plan

Work with Capistrano Unified School District in future updates of the Master Plan. Provide information about existing and planned land use to the District. Coordinate with the District in establishing new school facility sites, student generation formulas and facility improvement plans.

Responsible Agency/ Department: Planning, Capistrano Unified School District
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 3.1, 3.2

Community Centers/Civic Uses

PSU-5 Civic Center/ City Hall

Study the feasibility of relocating the existing City Hall and emergency operations center to the presently designated site to serve the community.

Responsible Agency/ Department: Planning, City Manager's Office, Public Works, Community Services, Engineering and Building
Funding Source: General Fund
Time Frame: 2002/2003
Related Policies: 4.1

PSU-6 City-Owned Historic Building Rehabilitation and Maintenance

Develop and implement a Historic Building Maintenance capital improvement program. Create a list of priorities and criteria by which maintenance and restoration of City-owned historic buildings and sites will be established and conducted, as well as a phasing schedule for commitment of resources to historic building rehabilitation.

Responsible Agency/ Department: Planning, Public Works, Community Services, Engineering and Building
Funding Source: General Fund, Open Space Fund
Time Frame: 2001/2002 and ongoing
Related Policies: 4.1

Libraries

PSU-7 Library Services Advisory Network

Continue to participate with the Library Advisory Board. One of the purposes of the advisory board is to ensure that community needs for library services are being met.

Responsible Agency/ Department: City Manager, Orange County Public Library
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 5.1

Water and Sewer Service

PSU-8 Water and Sewer Services

Continue to work with representatives of local public facility and service providers, including the City's Public Works Department and the Engineering and Building Department. One of the purposes is to ensure that community needs for water and sewer service are being met, and the capacity of infrastructure is adequate.

Responsible Agency/ Department: Public Works, Planning, Engineering and Building
Funding Source: General Fund, Water Capital Funds, Water Replacement Funds, Sewer Connection/User Fees
Time Frame: Ongoing
Related Policies: 6.1

PSU-9 Water and Sewer Service

Review development proposals for consistency with water and sewer infrastructure requirements and requiring appropriate engineering studies to determine water and sewer infrastructure requirements. Require the recommendations of the studies to be incorporated into the design of the projects. Early

engineering studies will allow the City to anticipate water and sewer infrastructure impacts prior to development, and permit more time to plan required improvements. Require the dedication of necessary right-of-way and construction of sewer and water infrastructure improvements for all development projects.

Responsible Agency/ Department: Public Works, Engineering and Building, Planning
Funding Source: General Fund, Water Capital Fund, Water Replacement Funds, Sewer Connection/User Fees
Time Frame: 2000/2001 and ongoing
Related Policies: 6.1

PSU-10 Water Master Plan

Implement the City's Water Master Plan recommendations for replacement, maintenance and improvement of water services and facilities, including implementation of the Desalter Project.

Responsible Agency/ Department: Public Works Department, Engineering and Building
Funding Source: Water Capital Funds, Water Replacement Funds, development fees, General Fund
Time Frame: 2000/2001
Related Policies: 6.1

PSU-11 Sewer Master Plan

Implement the City's Sewer Master Plan.

Responsible Agency/ Department: Public Works Department
Funding Source: Sewer service fees
Time Frame: Ongoing
Related Policies: 6.1

PSU-12 SCADA System

Expand the Supervisory Control and Data Acquisition System (SCADA) in order to monitor and maintain water supply facility integrity.

Responsible Agency/ Department: Public Works Department
Funding Source: Water Capital Funds, Water Replacement funds, Development fees, General Fund
Time Frame: 1999/2000 and ongoing
Related Policies: 6.1

PSU-13 Sewer Rate Study

Evaluate a new sewer fee structure to provide additional revenue to maintain and replace sewer facilities in accordance with the Sewer Master Plan.

Responsible Agency/ Department: Engineering and Building, Public Works
Funding Source: General Fund
Time Frame: 1999/2000 and as needed
Related Policies: 6.1

PSU-14 Geographic Information Systems (GIS)

Add the City's sewer system information to the City's GIS system. Update GIS system information pertaining to street lights, land use, zoning, water facilities, trails, fire hydrants, City owned lands, City owned buildings, historic sites and buildings, roadways and other facilities.

Responsible Agency/ Department: Public Works, Engineering and Building, Planning
Funding Source: General Fund
Time Frame: 1999/2000 and ongoing
Related Policies: 6.1

Power, Communications and Solid Waste Disposal Service

PSU-15 Public Services/ Utilities

Continue to work with representatives of local public service and utility providers including local power providers (Southern California Gas Company and Southern California Edison Company), communication service providers (Pacific Bell and Cox Communications), the City's Franchise Waste Hauler (SOLAG), and Southeast Regional Reclamation Agency (regional sewer treatment facility). One of the purposes is to ensure that community needs for energy, communication and solid waste disposal services are being met.

Responsible Agency/ Department: Public Works, City Manager's Office, Planning, Engineering and Building, Southern California Gas Company, Southern California Edison Company, Pacific Bell, Cox Communication, SOLAG, and SERRA
Funding Source: General Fund, Power Providers, Communication service providers, SOLAG
Time Frame: Ongoing
Related Policies: 7.1, 7.2, 7.3, 7.4

PSU-16 Power, Communication Service and Solid Waste Disposal

Review development proposals for consistency with power and communication and solid waste disposal infrastructure requirements. Require appropriate studies to be prepared to determine requirements for natural gas, electricity, telephone, cable and solid waste disposal services and facilities. Require the recommendations of the studies to be incorporated into project

design. Require the dedication of necessary right-of-way or easements for all development projects.

Responsible Agency/ Department: Public Works, Planning, Engineering and Building, Southern California Gas Company, Southern California Edison Company, SOLAG
Funding Source: Development fees
Time Frame: Ongoing
Related Policies: 7.1, 7.2, 7.3, 7.4

PSU-17 Source Reduction and Recycling

Work with the California Integrated Waste Management Board and the City's Franchise Waste Hauler to implement the waste diversion programs as well as public education programs as outlined in the Source Reduction and Recycling Element required by Assembly Bill 939.

Responsible Agency/ Department: City Manager's Office, Public Works, Planning, SOLAG
Funding Source: Solid Waste Disposal Fees, General Fund, SOLAG
Time Frame: Annually
Related Policies: 7.1, 7.4

PSU-18 Prima Deshecha Landfill Monitoring

Continue to monitor the County's management of the Prima Deshecha landfill, evaluating the long-term ability of the County to meet the required plans and standards for future use of the site.

Responsible Agency/ Department: Planning, City Manager's Office , Engineering and Building
Funding Source: General Fund
Time Frame: 1999/2000 and annually
Related Policies: 7.1

Floodplain Management

This Implementation Program provides actions to implement the adopted policies and plans identified in the Floodplain Management Element. The Floodplain Management Element Implementation Program is a series of actions, procedures and techniques which includes a description of the responsible agency/department, funding source, time frame and related policies in the Floodplain Management Element.

Floodplain Hazards

FM-1 Flood Control Insurance

Continue to participate in the National Flood Insurance Administration (NFIP) Program.

Responsible Agency/ Department: Planning, Public Works, Engineering and Building
Funding Source: General Fund
Time Frame: Ongoing
Related Policies: 1.1

FM-2 Flood Control System

Coordinate with the Orange County Flood Control District to ensure regularly scheduled maintenance of flood control channels and completion of necessary repairs, In addition, work with the district to identify new flood control improvements for existing flood hazards and potential hazards from new development, and establish installation programs for improvements. Require detention basins for new development, where necessary, to reduce flooding risks.

Responsible Agency/ Department: Public Works, Orange County Flood Control District
Funding Source: General Fund, Development fees, Orange County Flood Control District
Time Frame: Ongoing
Related Policies: 1.2, 1.3, 2.1, 2.2

FM-3 Flooding Emergency Procedures

In accordance with Section 8589.5 of the California Government Code, maintain emergency procedures for the evacuation and control of populated areas within identified floodplain areas.

Responsible Agency/ Department: Planning, Engineering and Building
Funding Source: General Fund, Development fees
Time Frame: Ongoing
Related Policies: 1.1, 1.2

FM-4 Storm Drainage Master Plan

Update the Storm Drainage Master Plan by coordinating with the Orange County Flood Control District to identify flood control deficiencies and necessary improvements.

Responsible Agency/ Department: Public Works, Engineering and Building
Funding Source: General Fund, Development fees, Drainage fees
Time Frame: Ongoing
Related Policies: 1.3, 1.4

FM-5 Floodplain Management Overlay Ordinance

Continue to control development in the floodway and floodway fringes through the Floodplain Management Overlay Regulations.

Responsible Agency/ Department: Planning
Funding Source: General Fund, Development fees
Time Frame: Ongoing
Related Policies: 1.1, 1.2

Floodplain Preservation and Enhancement

FM-6 Army Corps of Engineers San Juan Creek Watershed Management Study

Review and consider the recommendations contained in the Army Corps of Engineers San Juan Creek Watershed Management Study. Create a list of priorities and criteria by which improvements to the creeks, floodways and flood channels will be established and conducted.

Responsible Agency/ Department: Public Works, Engineering and Building, Planning
Funding Source: General Fund, Federal and State funds
Time Frame: 2000/2001 and ongoing
Related Policies: 1.3, 1.4, 2.2, 3.1, 3.2

Recreational Opportunities

FM-7 Creekbed/ Channel Improvements

Implement creekbed and channel improvements to maintain public access along all creeks within the City.

Responsible Agency/ Department: Public Works, Community Services
Funding Source: General Fund, Federal and State funds
Time Frame: Ongoing
Related Policies: 3.1, 3.2

CITY OF SAN JUAN CAPISTRANO

GENERAL PLAN

Appendix B
Glossary

Glossary

Access - A way of approaching or entering a property, including ingress (the right to enter) and egress (the right to leave).

Acres, Net - The portion of a site that can actually be built upon. The following generally are not included in the net acreage of a site: public or private road rights-of-way, public open space, and flood ways.

ADT - Average daily trips made by vehicles in a 24-hour period.

Air Basin - One of 14 self-contained regions of California minimally influenced by air quality in contiguous regions.

Air Pollutant Emissions - Discharges into the atmosphere, usually specified in terms of weight per unit of time for a given pollutant from a given source.

Air Pollution - The presence of contaminants in the air in concentrations that exceed naturally occurring quantities and are undesirable or harmful.

Air Quality Standards - The prescribed (by the Environmental Protection Agency and the California Air Resources Board) level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.

ALUC - Airport Land Use Commission.

Ambient Noise Level - The overall noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.

Annexation - The incorporation of a land area into an existing city with a resulting change in the boundaries of that city.

Application For Development - The application form(s) and all accompanying documents and exhibits required of an applicant by an approving authority for development review by governmental agency(ies).

Aquifer - An underground bed or layer of earth, gravel or porous stone that contains water.

Archaeological Site - Land or water areas which show evidence of human, plant or animal activity, usually dating from periods of which only vestiges remain.

Arterial - A major street carrying the traffic of local and collector streets to and from freeways and other major streets, with controlled intersections and generally providing direct access to nonresidential properties.

Assisted Housing - Generally multi-family rental housing, but sometimes single-family ownership units, whose construction, financing, sales prices, or rents have been subsidized by federal, state, or local housing programs including, but not limited to, Federal Section 8 (new construction, substantial rehabilitation, and loan management set-asides), Federal Sections 213, 236, and 202, Federal Section 221(d)(3) (below-market interest rate program), Federal Section 101 (rent supplement assistance), CDBG, FmHA Section 515, multi-family mortgage revenue bond programs, local

redevelopment and in lieu fee programs, and units developed pursuant to local inclusionary housing and density bonus programs.

A-Weighted Decibel (dBA) - A numerical method of rating human judgement of loudness. The A-weighted scale reduces the effects of low and high frequencies in order to simulate human hearing.

Base Flood Elevation - The highest elevation, expressed in feet above sea level, of the level of flood waters expected to occur during a 100-year flood (i.e., a flood that has 1 percent likelihood of occurring in any given year).

Benefit Assessment District - An area within a public agency's boundaries which receives a special benefit from the construction of one or more public facilities. A Benefit Assessment District has no legal life of its own and cannot act by itself. It is strictly a financing mechanism for providing public infrastructure as allowed under the Streets and Highways Code. Bonds may be issued to finance the improvements, subject to repayment by assessments charged against the benefitting properties. Creation of a Benefit Assessment District enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

Bicycle Lane (Class II facility) - A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

Bicycle Path (Class I facility) - A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping.

Bicycle Route (Class III facility) - A facility shared with motorists and identified only by signs, a bicycle route has no pavement markings or lane stripes.

Bikeways - A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.

Blight - A condition of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility. The Community Redevelopment Law (Health and Safety Code, Sections 33031 and 33032) contains a definition of blight used to determine eligibility of proposed redevelopment project areas.

Buffer - A strip of land designated to protect one type of land use from another with which it is incompatible. Where a commercial district abuts a residential district, for example, additional use, yard, or height restrictions may be imposed to protect residential properties. The term may also be used to describe any zone that separates two unlike zones such as a multi-family housing zone between single-family housing and commercial uses.

Building - Any structure having a roof supported by columns or walls and intended for the shelter, housing or enclosure of any individual, animal, process, equipment, goods or materials of any kind or nature.

California Environmental Quality Act (CEQA) - A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project. General Plans require the preparation of a "program EIR."

California Housing Finance Agency (CHFA) - A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the

development, rehabilitation, and conservation of low- and moderate-income housing.

Caltrans - California Department of Transportation.

Capital Improvement Program (CIP) - A proposed timetable or schedule of all future capital improvements (government acquisition of real property, major construction project, or acquisition of long lasting, expensive equipment) to be carried out during a specific period and listed in order of priority, together with cost estimates and the anticipated means of financing each project. Capital improvement programs are usually projected five or six years in advance and should be updated annually.

Census - The official decennial enumeration of the population conducted by the federal government.

City - City, with a capital "C," generally refers to the government or administration of a city. City, with a lower case "c" may mean any city.

Clean Air Act - Federal legislation establishing national air quality standards.

Clustered Development - Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Collector - A street for traffic moving between arterial and local streets, generally providing direct access to properties.

Community Care Facility - Any facility, place, or building which is maintained and operated to provide non-medical residential care, day treatment, adult day care, or foster family agency services for children, adults, or children and adults, including, but not limited to, the physically handicapped, mentally impaired, incompetent persons, and abused or neglected children, and includes residential facilities, adult day care facilities, day treatment facilities, foster family homes, small family homes, social rehabilitation facilities, community treatment facilities, and social day care facilities.

Community Development Block Grant (CDBG) - A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Community Facilities District (CFD) - Under the Mello-Roos Community Facilities Act of 1982 (Government Code Section 53311 et seq), a legislative body may create within its jurisdiction a special district that can issue tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities, as well as provide public services to district residents. Special tax assessments levied by the district are used to repay the bonds.

Community Noise Equivalent Level (CNEL) - The average equivalent sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night after 10 p.m. and before 7 a.m. See also "A-Weighted Decibel."

Community Redevelopment Agency (CRA) - A local agency created under California Redevelopment Law, or a local legislative body which has elected to exercise the powers granted to such an agency, for the purpose of planning, developing, replanning, redesigning, clearing, reconstructing, and/or rehabilitating all or part of a specified area with residential, commercial, industrial, and/or public (including recreational) structures and facilities. The

redevelopment agency's plans must be compatible with adopted community General Plans.

Compatibility - The characteristics of different uses or activities that permit them to be located near each other in harmony and without conflict. The designation of permitted and conditionally permitted uses in zoning districts are intended to achieve compatibility within the district. Some elements affecting compatibility include: intensity of occupancy as measured by dwelling units per acre; pedestrian or vehicular traffic generated; volume of goods handled; and such environmental effects as noise, vibration, glare, air pollution, or the presence of hazardous materials. On the other hand, many aspects of compatibility are based on personal preference and are much harder to measure quantitatively, at least for regulatory purposes.

Condominium - A building, or group of buildings, in which units are owned individually, and the structure, common areas and facilities are owned by all the owners on a proportional, undivided basis.

Congestion Management Plan (CMP) - A mechanism employing growth management techniques, including traffic level of service requirements, development mitigation programs, transportation systems management, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development. AB 1791, effective August 1, 1990, requires all cities, and counties that include urbanized areas, to adopt and annually update a Congestion Management Plan.

Congregate Care Housing - Generally defined as age-segregated housing built specifically for the elderly which provides services to its residents, the minimum of which is usually an on-site meal program, but which may also include housekeeping, social activities, counseling, and transportation. There is generally a minimum health requirement for acceptance into a congregate facility as most do not offer supportive health care services, thus differing from a nursing home. Residents usually have their own bedrooms and share common areas such as living rooms, dining rooms, and kitchens; bathrooms may or may not be shared.

Conservation - The management of natural resources to prevent waste, destruction or neglect.

Cooperative - A group of dwellings or an apartment building that is jointly owned by the residents, the common ownership including the open space and all other parts of the property. The purchase of stock entitles the buyer to sole occupancy, but not the individual ownership of a specified unit.

Council of Governments (COG) - A regional planning and review authority whose membership includes representation from all communities in the designated region. The Southern California Association of Governments (SCAG) is an example of a COG for the Southern California area.

Coverage - The proportion of the area of the footprint of a building to the area of the lot on which its stands.

CRA - Community Redevelopment Agency.

Critical Facility - Facilities housing or serving many people which are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

Critical Movement - Any of the conflicting through or turning movements at an intersection which determine the allocation of green signal time.

Cumulative Impact - As used in CEQA, the total impact resulting from the accumulated impacts of individual projects or programs over time.

Day-Night Average Level (Ldn) - The average equivalent sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night after 10 p.m. and before 7 a.m. See also "Community Noise Equivalent Level."

Decibel (dB) - A unit for describing the amplitude of sound, as it is heard by the human ear. See also "A-Weighted Decibel," "Community Noise Equivalent Level," and "Day-Night Average Level."

Dedication - The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city.

Density - The number of families, individuals, dwelling units or housing structures per unit of land; usually density is expressed "per acre." Thus, the density of a development of 100 units occupying 20 acres is 5.0 units per acre.

Density Bonus - The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location.

Density Transfer - A way of retaining open space by concentrating densities, usually in compact areas adjacent to existing urbanization and utilities, while leaving unchanged historic, sensitive, or hazardous areas.

Developer - An individual who or business which prepares raw land for the construction of buildings or causes to be built physical building space for use primarily by others, and in which the preparation of the land or the creation of the building space is in itself a business and is not incidental to another business or activity.

Development - The division of a parcel of land into two or more parcels; the construction, reconstruction, conversion, structural alteration, relocation or enlargement of any structure; any mining, excavation, landfill or land disturbance, and any use or extension of the use of land.

Development Impact Fees - A fee or charge imposed on developers to pay for the costs to the City of providing services to a new development.

Development Phasing Program - A program which establishes the requirement that the issuance of building and grading permits shall be phased in a manner that assures implementation of required transportation improvements within the City. However, through the CEQA process, the City may tie the phasing of development to improvements outside of the City as a mitigation measures/conditions of approval for project-generated traffic impact fees. The City shall specify the order of improvements and phasing of dwelling units based, at a minimum, on mitigation measures adopted in conjunction with environmental documentation and other relevant factors.

Development Plan - A plan, to scale, showing uses and structures proposed for a parcel or multiple parcels of land. It includes lot lines, streets, building sites, public open space, buildings, major landscape features and locations of proposed utility services.

Development Rights - The right to develop land by a land owner who maintains fee- simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density allowed under existing zoning. For example, one development right may equal

one unit of housing or may equal a specific number of square feet of gross floor area in one or more specified zone districts.

Dwelling - A structure or portion of a structure used exclusively for human habitation.

Dwelling, Multi-Family - A building containing two or more dwelling units for the use of individual families maintaining households; an apartment or condominium building is an example of this dwelling unit type.

Dwelling, Single-Family Attached - A one family dwelling attached to one or more other family dwellings by a common vertical wall; duplexes and townhomes are examples of this dwelling unit type.

Dwelling, Single-Family Detached - A dwelling which is designed for and occupied by not more than one family and surrounded by open space or yards and which is not attached to any other dwelling.

Dwelling Unit - One or more rooms, designed, occupied or intended for occupancy as separate living quarters, with cooking, sleeping and sanitary facilities provided within the unit for the exclusive use of a single-family maintaining a household.

Easement - A grant of one or more of the property rights by the property owner to and/or for use by the public, a corporation, or another person or entity.

Economic Base - The production, distribution and consumption of goods and services within a planning area.

Element - A division of the General Plan referring to a topic area for which goals, policies, and programs are defined (e.g., land use, housing, circulation).

Eminent Domain - The authority of a government to take, or to authorize the taking of, with compensation, private property for public use.

Endangered Species - A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

Environment - The sum of all external conditions and influences affecting the life, development and, ultimately, the survival of an organism.

Environmental Impact Report (EIR) - A report, as prescribed by the California Environmental Quality Act (CEQA), on the effect of a development proposal and other major actions which significantly affect the environment.

Essential Facilities - Those facilities whose continued functioning is necessary to maintain public health and safety following a disaster. These facilities include fire and police stations, communications facilities, emergency operation centers, hospitals, administrative buildings, and schools designated as mass care shelters. Also included are key transportation facilities and utility facilities such as water supply, sewage disposal, gas storage facilities and transmission lines, and electric generation stations and transmission lines.

Exaction - A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

Fault - A fracture in the earth's crust forming a boundary between rock masses that have shifted.

Fault, Active - A fault that has moved within the last 11,000 years and which is likely to move again within the next 100 years.

Fault, Inactive - A fault which shows no evidence of movement in the last 11,000 years and no potential for movement in the relatively near future.

Fault, Potentially Active - A fault that last moved within the Quaternary Period (the last 2,000,000 to 11,000 years) before the Holocene Epoch (11,000 years to the present); or a fault which, because it is judged to be capable of ground rupture or shaking, poses an unacceptable risk for a proposed structure.

FEMA - Federal Emergency Management Agency.

FHWA - Federal Highway Administration.

Finding(s) - The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

Fire Flow - A rate of water flow that should be maintained to halt and reverse the spread of a fire.

Flood Insurance Rate Map (FIRM) - For each community, the official map on which the Federal Insurance Administration has delineated areas of special flood hazard and the risk premium zones applicable to that community.

Flood Plain - A lowland or relatively flat area adjoining the banks of a river or stream which is subject to a one percent or greater chance or flooding in any given year (i.e., 100-year flood).

Flood, Regulatory Base - Flood having a one percent chance of being equaled or exceeded in any given year (100-year flood).

Floodway - The channel of a watercourse or river, and portions of the flood plain adjoining the channel, which are reasonably required to carry and discharge the base flood of the channel.

Floor Area Ratio (FAR) - The gross floor area of all buildings on a lot divided by the lot area; usually expressed as a numerical value (e.g., a building having 5,000 square feet of gross floor area located on a lot of 10,000 square feet in area has a floor area ratio of .5:1).

FmHA - Farmers Home Administration.

General Plan - A legal document which takes the form of a map and accompanying text adopted by the local legislative body. The plan is a compendium of policies regarding the long-term development of a jurisdiction. The state requires the preparation of seven elements or divisions as part of the plan: land use, housing, circulation, conservation, open space, noise, and safety. Additional elements pertaining to the unique needs of an agency are permitted.

Goal - The ultimate purpose of an effort stated in a way that is general in nature and immeasurable; a broad statement of intended direction and purpose (e.g., "A balance of land use types within the city").

Grade - The degree of rise or descent of a sloping surface.

Greenbelt - An open area which may be cultivated or maintained in a natural state surrounding development or used as a buffer between land uses or to mark the edge of an urban or developed area.

Ground Failure - Mudslide, landslide, liquefaction or the compaction of soils due to ground shaking from an earthquake.

Ground Shaking - Ground movement resulting from the transmission of seismic waves during an earthquake.

Groundwater - The supply of fresh water under the ground surface in an aquifer or soil that forms a natural reservoir.

Group Quarters - A dwelling that houses unrelated individuals.

Growth Management - Techniques used by government to control the rate, amount and type of development.

Habitat - The physical location or type of environment in which an organism or biological population lives or occurs.

HCD - State Department of Housing and Community Development.

HDC - Non-profit Housing Development Corporation.

HOME - Home Investment Partnership Act.

HOPE - Homeownership for People Everywhere.

Hazardous Materials - An injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals and nuclear fuels.

Historic Area - A district, zone or site designated by local, state or federal authorities within which buildings, structures and places are of basic and vital importance due to their association with history, or their unique architectural style and scale, or their relationship to a square or park, and therefore should be preserved and/or developed in accord with a fixed plan.

Household - According to the Census, a household is all persons living in a dwelling unit whether or not they are related. Both a single person living in an apartment and a family living in a house are considered households.

Household Income - The total income of all the people living in a household. Households are usually described as very low income, low income, moderate income, and upper income for that household size, based on their position relative to the regional median income.

Housing Affordability - Based on State and Federal standards, housing is affordable when the housing costs are no more than 30 percent of household income.

Housing Unit - A room or group of rooms used by one or more individuals living separately from others in the structure, with direct access to the outside or to a public hall and containing separate toilet and kitchen facilities.

HUD - U.S. Department of Housing and Urban Development.

Human Services - The programs which are provided by the local, state, or federal government to meet the health, welfare, recreational, cultural, educational, and other special needs of its residents.

Implementation Measure - An action, procedure, program, or technique that carries out General Plan policy.

Income Categories - Four categories for classifying households according to income based on the median income for each county. The categories are as follows: Very Low (0-50% of county median); Low (50-80% of county median); Moderate (80-120% of county median); and Upper (over 120% of county median).

Infrastructure - The physical systems and services which support development and population, such as roadways, railroads, water, sewer, natural gas, electrical generation and transmission, telephone, cable television, storm drainage, and others.

Intensity - A measure of the amount or level of development often expressed as the ratio of building floor area to lot area (floor area ratio) for commercial, business, and industrial development, or dwelling units per acre of land

for residential development (also called "density").

Intersection - Where two or more roads cross at grade.

Issue - A problem, constraint, or opportunity which becomes the basis for community action.

Jobs/Housing Balance; Jobs/Housing Ratio - The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute of employed persons; less than 1.0 indicates a net out-commute of employed persons.

Joint Powers Authority (JPA) - A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

Landscaping - Planting--including trees, shrubs, and ground covers--suitably designed, selected, installed, and maintained as to enhance a site or roadway.

Land Use - A description of how land is occupied or used.

Land Use Plan - A plan showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational and other public and private purposes or combination of purposes.

Landslide - A general term for a falling or sliding mass of soil or rocks.

LIHPRHA - Low Income Housing Preservation and Resident Homeownership.

Liquefaction - A process by which water-saturated granular soils transform from a solid to a liquid state due to groundshaking. This phenomenon usually results from shaking from energy waves released in an earthquake.

Local Agency Formation Commission (LAFCo) - A five or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCo is empowered to approve, disapprove, or conditionally approve such proposals.

Local Street - A street providing direct access to properties and designed to discourage through-traffic.

Lot - The basic unit of land development. A designated parcel or area of land established by plat, subdivision, or as otherwise permitted by law, to be used, developed or built upon as a unit.

LOS - Level of Service.

Manufactured Housing - Residential structures which are constructed entirely in the factory, and which since June 15, 1976, have been regulated by the federal Manufactured Home Construction and Safety Standards Act of 1974 under the administration of the U.S. Department of Housing and Urban Development (HUD).

Median Income - The annual income for each household size which is defined annually by the Federal Department of Housing and Urban Development. Half of the households in the region have incomes above the median and half are below.

Mineral Resource - Land on which known deposits of commercially viable mineral or aggregate deposits exist. This designation is applied to sites determined by the State Division of Mines and Geology as being a resource of regional significance, and is intended to help

maintain the quarrying operations and protect them from encroachment of incompatible land uses.

Mining - The act or process of extracting resources, such as coal, oil, or minerals, from the earth.

Mitigate - To ameliorate, alleviate, or avoid to the extent reasonably feasible.

Mobile Home - A structure, transportable in one or more sections, which is at least 8 feet in width and 32 feet in length, which is built on a permanent chassis and designed to be used as a dwelling unit, with or without a permanent foundation when connected to the required utilities.

Modular Unit - A factory-fabricated, transportable building or major component designed for use by itself or for incorporation with similar units on-site into a structure for residential, commercial, educational, or industrial use. Differs from mobile homes and manufactured housing by (in addition to lacking an integral chassis or permanent hitch to allow future movement) being subject to California housing law design standards. California standards are more restrictive than federal standards in some respects (e.g., plumbing and energy conservation). Also called Factory-built Housing and regulated by State law of that title.

National Environmental Policy Act (NEPA) - An act passed in 1974 establishing federal legislation for national environmental policy, a council on environmental quality, and the requirements for environmental impact statements.

National Flood Insurance Program - A federal program which authorizes the sale of federally subsidized flood insurance in communities where such flood insurance is not available privately.

National Historic Preservation Act - A 1966 federal law that established a National Register of Historic Places and the Advisory Council on Historic Preservation, and which authorized grants-in-aid for preserving historic properties.

Noise - Any undesired audible sound.

Noise Exposure Contours - Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and Ldn are the metrics utilized to describe community noise exposure.

Non-Attainment - The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality.

Non-Conforming Use - A use that was valid when brought into existence, but by subsequent regulation becomes no longer conforming. "Non-conforming use" is a generic term and includes (1) non-conforming structures (by virtue of size, type of construction, location on land, or proximity to other structures), (2) non-conforming use of a conforming building, (3) non-conforming use of a non-conforming building, and (4) non-conforming use of land. Thus, any use lawfully existing on any piece of property that is inconsistent with a new or amended General Plan, and that in turn is a violation of a zoning ordinance amendment subsequently adopted in conformance with the General Plan, will be a non-conforming use.

Non-Domestic Water - Water consisting of, but not limited to, a combination of treated wastewater and intercepted surface stream flow, supplemented by other waters including potable water.

Open Space - Any parcel or area of land or water essentially unimproved and set aside, designated, dedicated or reserved for public or private use or enjoyment.

Ordinance - A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Overcrowding - As defined by the Census, a household with greater than 1.01 persons per room, excluding bathrooms, kitchens, hallways, and porches.

Parcel - A lot or tract of land.

Planning and Research, Office of (OPR) - A governmental division of the State of California which has among its responsibilities the preparation of a set of guidelines for use by local jurisdictions in drafting General Plans.

Planning Area - The Planning Area is the land area addressed by the General Plan. Typically, the Planning Area boundary coincides with the Sphere of Influence which encompasses land both within the City limits and potentially annexable land.

Planning Commission - A body, usually having five or seven members, created by a city or county in compliance with California law (Section 65100) which requires the assignment of the planning functions of the city or county to a planning department, planning commission, hearing officers, and/or the legislative body itself, as deemed appropriate by the legislative body.

Policy - Statements guiding action and implying clear commitment found within each element of the General Plan (e.g., "Provide incentives to assist in the development of affordable housing").

Pollution - The presence of matter or energy whose nature, location, or quantity produces undesired environmental effects.

Program - A coordinated set of specific measures and actions (e.g., zoning, subdivision procedures, and capital expenditures) the local government intends to use in carrying out the policies of the General Plan.

Recreation, Active - A type of recreation or activity which requires the use of organized play areas including, but not limited to, softball, baseball, football and soccer fields, tennis and basketball courts and various forms of children's play equipment.

Recreation, Passive - Type of recreation or activity which does not require the use of organized play areas.

Redevelopment - Redevelopment, under the California Community Redevelopment Law, is a process with the authority, scope, and financing mechanisms necessary to provide stimulus to reverse current negative business trends, remedy blight, provide job development incentives, and create a new image for a community. It provides for the planning, development, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, and the provision of public and private improvements as may be appropriate or necessary in the interest of the general welfare. In a more general sense, redevelopment is a process in which existing development and use of land is replaced with newer development and/or use.

Regional - Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad homogeneous area.

Regulation - A rule or order prescribed for managing government.

Rehabilitation - The upgrading of a building previously in a dilapidated or substandard condition, for human habitation or use.

Restoration - The replication or reconstruction of a building's original architectural features, usually describing the technique of preserving historic buildings.

Retrofit - To add materials and/or devices to an existing building or system to improve its operation, safety, or efficiency. Buildings have been retrofitted to use solar energy and to strengthen their ability to withstand earthquakes, for example.

Rezoning - An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

Right-of-Way - A strip of land acquired by reservation, dedication, prescription or condemnation and intended to be occupied or occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary or storm sewer, or other similar uses.

Risk - The danger or degree of hazard or potential loss.

Sanitary Landfill - The controlled placement of refuse within a limited area, followed by compaction and covering with a suitable thickness of earth and other containment material.

Sanitary Sewer - A system of subterranean conduits which carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (which carry surface water) and septic tanks or leech fields (which hold refuse liquids and waste matter on-site).

SCAG - Southern California Association of Governments

Seiche - An earthquake-generated wave in an enclosed body of water such as a lake, reservoir, or bay.

Seismic - Caused by or subject to earthquakes or earth vibrations.

Sensitive Species - Includes those plant and animal species considered threatened or endangered by the U.S. Fish and Wildlife Service and/or the California Department of Fish and Game according to Section 3 of the Federal Endangered Species Act. Endangered - any species in danger of extinction throughout all, or a significant portion of, its range. Threatened - a species likely to become an endangered species within the foreseeable future throughout all, or a portion of, its range. These species are periodically listed in the Federal Register and are, therefore, referred to as "federally listed" species.

Septic System - A sewage-treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used for individual-home waste disposal where an urban sewer system is not available.

Sewer - Any pipe or conduit used to collect and carry away sewage from the generating source to a treatment plant.

Significant Effect - A beneficial or detrimental impact on the environment. May include, but is not limited to, significant changes in an area's air, water, and land resources.

Site - A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot.

Site Plan - The development plan for one or more lots on which is shown the existing and proposed conditions of the lot including: topography, vegetation, drainage, flood plains, marshes and waterways; open spaces, walkways, means of ingress and egress, utility services, landscaping, structures and signs, lighting, and screening devices; any other information that reasonably may be required in order that an informed decision can be made by the approving authority.

Slope - Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

Soil - The unconsolidated material on the immediate surface of the earth created by natural forces that serves as natural medium for growing land plants.

Solar Access - A property owner's right to have the sunlight shine on his/her land.

Solid Waste - Unwanted or discarded material, including garbage with insufficient liquid content to be free flowing, generally disposed of in land fills or incinerated.

Special District - A district created by act, petition or vote of the residents for a specific purpose with the power to levy taxes.

Special Needs Groups - Those segments of the population which have a more difficult time finding decent affordable housing due to special circumstances. Under State planning law, these special needs groups consist of the elderly, handicapped, large families, female-headed households, farmworkers and the homeless.

Specific Plan - Under Article 8 of the Government Code (Section 65450 et seq), a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any General Plan element(s).

Sphere of Influence - The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCo) of the County.

Standard Metropolitan Statistical Area (SMSA) - A county or group of contiguous counties which contains at least one city of 50,000 inhabitants or more, or twin cities of a combined population of at least 50,000.

Standards - (1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (Section 65302) requires that General Plans describe the objectives, principles, "standards," and proposals of the General Plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will attempt to acquire and improve. (2) Requirements in a zoning ordinance that govern building and development as distinguished from use restrictions; for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

Stationary Source - A non-mobile emitter of pollution.

Structure - Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

Subdivision - The division of a lot, tract or parcel of land that is the subject of an application for subdivision.

Subdivision Map Act - Division 2 (Sections 66410 et seq) of the California Government Code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps. (See "Subdivision.")

Subsidence - The sudden sinking or gradual downward settling and compaction of soil and other surface material with little or no horizontal motion. Subsidence may be caused by a variety of human and natural activity, including earthquakes.

Subsidize - To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

Substantial - Considerable in importance, value, degree, or amount.

Survey - The process of precisely ascertaining the area, dimensions and location of a piece of land.

Topography - Configuration of a surface, including its relief and the position of natural and man-made features.

Transit - The conveyance of persons or goods from one place to another by means of a local, public transportation system.

Transportation Demand Management (TDM) - A strategy for reducing demand on the road system by reducing the number of vehicles using the roadways and/or increasing the number of persons per vehicle. TDM attempts to reduce the number of persons who drive alone on the roadway during the commute period and to increase the number in carpools, vanpools, buses and trains, walking, and biking. TDM can be an element of TSM (see below).

Transportation Systems Management (TSM) - Individual actions or comprehensive plans to reduce the number of vehicular trips generated by or attracted to new or existing development. TSM measures attempt to reduce the number of vehicle trips by increasing bicycle or pedestrian trips or by expanding the use of bus, transit, carpool, vanpool, or other high occupancy vehicles.

Trip - A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end," (or origin--often from home, but not always), and one "attraction end," (destination).

Uniform Building Code (UBC) - A standard building code which sets forth minimum standards for construction.

Units At-Risk of Conversion - Housing units that are currently restricted to low-income housing use and will become unrestricted and possibly be lost as low-income housing.

Water Course - Any natural or artificial stream, river, creek, ditch, channel, canal, conduit, culvert, drain, waterway, gully, ravine or wash in which water flows in a definite channel, bed and banks, and includes any area adjacent thereto subject to inundation by reason of overflow or flood water.

Wetland - An area that is inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support a prevalence of vegetation typically adapted for life in saturated soil conditions, commonly known as hydrophytic vegetation.

Zoning - A police power measure, enacted primarily by units of local government, in which the community is divided into districts or zones within which permitted and special uses are established as are regulations governing lot size, building bulk, placement, and other development standards. Requirements vary from district to district, but they must be uniform within the same district. The zoning ordinance consists of a map and text.

Zoning District - A geographical area of a city zoned with uniform regulations and requirements.

Zoning Map - The officially adopted zoning map of the city specifying the location of zoning districts within all geographic areas of the city.

Appendix C
Development Fees, Existing and Proposed Development Standards

PLANNING AND DEVELOPMENT RELATED FEES
Table H-17

APPLICATIONS	FEES
General Plan Amendment	$5,000
Zone Change	$5,000
Zone Change with CDP's, SDP's, or Code Amendments	$3,000
Zone Variance	$750 (fixed)
Land Use Adjustment	$300 (fixed)
Conditional Use Permit	$2,500
Floodplain Development Permit	$1,500
Hillside Management	$3,000
Modification to Previous Approvals	$1,000
Architectural Control	$4,000
Tentative Parcel Map	$3,000
Tentative Parcel Map Waiver	$1,500
Tentative Tract Map	$5,000

(Source: February 1999 Fee Schedule)

Table 18, Existing Development Standards

District	Minimum Lot Size	Minimum Street Frontage	Minimum Front Yard	Minimum Side Yard	Minimum Rear Yard	Minimum % of Open Space	Maximum Height of Structure
AG General Agriculture	5.0 acre	200	50	20	50	N/A	35
RA Small Farm	2.5 acre	150	30	20	25	N/A	35
EL Large Estate	1.0 acre	150	30	20	25	N/A	35
ES Small Estate	20,000 sq. ft.	90	30	10	25	N/A	35
RS Single-Family	10,000 sq. Ft.	60	20	10	25	30	35
RD Garden Home	10,000 sq. ft.*	50	20	10	20	25	35
RM Multiple-Family	1.0 acre	150	30	20	25	25	35
MHP Mobile Home Park	See Section 9-3. 408 of Title 9 of Municipal Code Individual setbacks per State Regulations						
PRD Planned Residential Development	5 acre	See Section 9-3.409 of Title 9 of Municipal Code					
PC Planned Community	See Section 9-3.410 of Title 9 of Municipal Code						
CT Tourist Commercial	7,200 sq. ft.	60	0	0	0	N/A	25
CO Commercial Office	7,200 sq. ft.	60	20	5	25	20	35
CN Neighborhood Commercial	7,200 sq. ft.	100	20	20	20	N/A	35
CG General Commercial	7,200 sq. ft.	60	20	5	25	N/A	35
CM Commercial Manufacturing	7,200 sq. ft.	60	20	5	25	N/A	35
MG General Industrial	15,000 sq. ft.	100	20	10	20	N/A	35
MP Industrial Park	15,000 sq. ft.	100	20	10	20	15	35
IP Public and Institutional	7,200 sq. ft.	60	20	5	25	30	35
PR Private Recreation	7,200 sq. ft.	60	20	5	25	60	35
OR Open Space Recreation	7,200 sq. ft.	60	20	5	25	90	35

Table 18, Continued.

District	Minimum Lot Size	Minimum Street Frontage	Minimum Front Yard	Minimum Side Yard	Minimum Rear Yard	Minimum % of Open Space	Maximum Height of Structure
OS Open Space Preservation	7,200 sq. ft.	60	20	5	25	90	35
SP Specific Plan	Per Section 9-3.422 of Title 9 of the Municipal Code						
GM Growth Management	5.0 acre	200	50	20	50	N/A	35
SWF Solid Waste Facility	Per General Development Plan or Specific Plan						
* Garden Home District allows duplex units with zero lot line, provide each unit has an individual lot area of 5,000 sq. ft.							

Table 19, Proposed Development Standards

District	Min. Lot Area	Min. Street Front-age	One Story			Two Story			Floor Area Ratio		Bldg. Ht.
			Min. Front Yard	Min. Side Yard	Min. Rear Yard	Min. Front Yard	Min. Side Yard	Min. Rear Yard	First Floor / lot area	% 2nd Floor to 1st Floor	
General Agriculture	10.0 acre	200	150	20	50	150	20	50	0.10	75%	35
Residential Agriculture	2.5 acre	150	30	20	25	30	20	25	0.12	75%	35
Single Family Eq. 40,000	40.000 sq. ft.	150	30	20	25	30	20	25	0.15	75%	35
Single Family Eq. 20,000	20,000 sq. ft.	90	30	10	25	30	10	25	0.25	80%	35
Single Family 10,000	10,000 sq. ft.	60	20	10/5	25	20	10	25	0.35	80%	35
Single Family 7,000	7,000 sq. ft.	60	20	5	20	20	10/5	20	0.32	80%	35
Single Family 4,000	4,000 sq. ft.	50	18	5	16	20	10/5	20	0.35	80%	35
Residential Garden 7,000*	7,000 sq. ft.	60	20	10/5	20	20	10/5	20	0.32	80%	35
Residential Garden 4,000*	4,000 sq. ft.	50	18	10/0	16	20	10/5	20	0.35	80%	35
Multiple Family	1 acre	150	30	20	20	30	20	20	0.35	80%	35
Mobile Home Park	See Section 9-3.408 of Title 9 of Municipal Code Individual setbacks for mobile homes shall be per State Regulations										
Planned Community	See Section 9-3.410 of Title 9 Municipal Code										
Tourist Commercial	7,200 sq. ft.	60	0	0	0	0	0	0	1.00	80%	25
Office Commercial	1 acre	60	20	5	20	20	10	20	0.40	80%	35
Neighborhood Commercial	5 acre	150	20	10	20	20	20	20	0.25	50%	35

Table 19, Continued.

District	Min. Lot Area	Min. Street Frontage	One Story			Two Story			Floor Area Ratio		Bldg. Ht.
			Min. Front Yard	Min. Side Yard	Min. Rear Yard	Min. Front Yard	Min. Side Yard	Min. Rear Yard	First Floor / lot area	% 2nd Floor to 1st Floor	
General Commercial	7,200 sq. ft.	60	20	5	20	20	10	25	0.50	75%	35
Commercial Manufacturing	7,200 sq. ft.	60	20	5	25	20	10	25	0.40	75%	35
Industrial Park	15,000 sq. ft.	100	20	10	20	20	10	20	0.40	75%	35
Public and Institutional	7,200 sq. ft.	60	20	5	20	20	10	20	0.40	80%	35
Open Space Recreation	1 acre	100	20	5	25	20	10	25	0.10	80%	35
Neighborhood Park	7,200 sq. ft.	60	20	5	25	20	5	25	0.10	80%	25
Community Park	5 acre	150	30	20	30	30	20	30	0.10	80%	35
Specialty Park	7,200 sq. ft.	60	Subject to development and approval of Specific Plan per Section 9-2.311 of Title 9 of the Municipal Code								
Regional Park	Subject to development and approval of Specific Plan per Section 9-2.311 of Title 9 of the Municipal Code										
Natural Open Space	Subject to development and approval of Specific Plan per Section 9-2.311 of Title 9 of the Municipal Code										
Recreation Commercial	7,200 sq. ft.	60	20	5	25	20	10	25	0.40	75%	35
Hillside Management	10 acre	200	50	20	50	50	30	50	0.10	75%	35
Farm Market	1.5 acre	250	50	20	20	50	30	50	0.30	50%	35
Solid Waste Facility	Per General Development Plan or Specific Plan per Section 9-2.311 of Title 9 of the Municipal Code										
Specific Plan	Per Section 9-3.422 of Title 9 of the Municipal Code										

* Residential Garden District allows attached units with zero lot line.

The following general development provisions are proposed to apply to residential districts:

1. Property which has natural slopes greater than 10% is subject to the provisions of the Hillside Residential Overlay District.

2. The overall building square footage shall not exceed that using the floor area ratio. For the purposes of calculating overall square footage for two-story units, open volume ceilings that include second story area shall be included as square footage as if a second floor had been installed.
3. Projects that propose 7,000 square foot lots or less shall provide private common recreational facilities equal to 250 square feet per unit. In addition the minimum setback from a master planned arterial street shall be 25 feet as measured from the ultimate right-of-way.
4. Minimum **exterior** side yards for all districts shall not be less than 10 feet from the right-of-way for either a public or private street.
5. All front, side, and exterior side architectural elevations shall be fully articulated with the integration of details and materials consistent with the chosen architectural style of the unit.
6. All new residential projects shall incorporate a combination of one and two story units adjacent to all master planned arterial streets, with at least 20% of the total project units being one-story.
7. The setback for garages shall maintain the minimum setback for the district. For those residential districts that allow a minimum front yard of 18 feet or less, a minimum setback of 18 feet from the front property line shall be maintained for the garage, if the garage is a side entry, the front yard setback may be reduced to a minimum of 10 feet. However, in no instance shall side entry garages using this standard, exceed 20% of the total units for the residential project.
8. Parking standards shall be as per Section 9-3.602 of the Municipal Code. Exceptions to the standards may be granted by the Planning Commission subject to findings that the exception will meet the minimum requirement to insure sufficient off-street parking is provided to a project site.

APPENDIX "D"
SAN JUAN CAPISTRANO COMMUNITY REDEVELOPMENT AGENCY FIVE-YEAR PLAN

TABLE OF CONTENTS

EXECUTIVE SUMMARY

The City of San Juan Capistrano and its Community Redevelopment Agency ("Agency") have been involved in redevelopment since 1983. Since that time, the Agency has consistently focused on the elimination of blight, the assistance of economic development, and the creation and maintenance of affordable housing. Pursuant to Assembly Bill 1290, this Implementation Plan Update provides a detailed analysis of the activities that have occurred since the adoption of the initial Implementation Plan in 1994 and specifically identifies the plans that the Agency proposes for the next five years. Through this analysis, several conclusions can be made:

- By establishing well-defined and obtainable goals and objectives, the Agency has been successful in attaining the primary purpose of redevelopment as defined by State law; the elimination of blight.
- The Agency has assisted in economic development by establishing workable, useable programs to which the business community has responded positively.
- The Agency has provided for the establishment and funding of improvement projects that are designed to make the City more accessible, useable, and efficient. The Agency has budgeted $1.95 million in tax increment for the current fiscal year and anticipates providing funds for ongoing general redevelopment projects over the course of this Implementation Plan.
- The Agency is well positioned and thoroughly prepared to react to, and take advantage of, opportunities that may present themselves.
- By consistently providing for and assisting in the creation of affordable housing, the Agency is in complete compliance with the statutory mandates as defined in State law. Specifically, the Agency has, to date, maintained, assisted, or provided 175 affordable homes. During the term of this Implementation Plan, the Agency anticipates assisting in the development or rehabilitation of up to 780 affordable units. The Agency is committed to creating affordable housing through the expenditure of over $500,000 annually from its Low and Moderate Income Housing Fund.

The Community Redevelopment Agency of the City of San Juan Capistrano is currently in compliance with the Community Redevelopment Law of the California Health and Safety Code. Based on the past performance and the current and planned activities of the Agency, as detailed in this report, the Agency anticipates remaining in compliance through the term of the Implementation Plan.

Section 1: Background to the Plan

1. Introduction

Assembly Bill 1290, also known as the Community Redevelopment Law Reform Act of 1993, became effective on January 1, 1994 as Section 33490 of the California Health and Safety Code ("the Code"). AB 1290 requires that each redevelopment agency prepare and adopt a Five Year Implementation Plan ("Plan") which documents the proposed actions of the redevelopment agency and details how these actions will lead to the elimination of blight and the creation and preservation of affordable housing.

The Plan is required to describe the specific goals, objectives, programs, and expenditures of the redevelopment agency, and provide an explanation of how these goals, objectives, programs and expenditures will eliminate blight within the project area. The Plan is also required to contain an annual housing program, a discussion of the number of housing units expected to be developed, rehabilitated, price-restricted, otherwise restricted, or destroyed, and the details of how the redevelopment agency plans to use its Low and Moderate-income Housing Fund. Additionally, if any project is expected to result in the destruction or removal of low- and moderate-income dwelling units, the Plan must identify proposed locations suitable for replacement of those units.

Implementation plans throughout the State were required to be adopted, after a public hearing, before December 31, 1994, and each five years thereafter. The San Juan Capistrano Redevelopment Agency adopted its original Implementation Plan after a public hearing on December 6, 1994, with Resolution No. 469. In addition, according to Section 33490(c), every redevelopment agency, at least once within the five-year term of the Plan, must conduct a public hearing for the purpose of reviewing the redevelopment plan and corresponding implementation plan and evaluating the progress of the redevelopment project. This review is required to occur during the third year of the Implementation Plan's five-year term. On January 20, 1998, the Agency held its continued Public Hearing on the Update of the Implementation Plan and in doing so complied with Section 33490(c).

The following Implementation Plan Update ("Update") has been prepared in accordance with the provisions of Section 33490 of the California Community Redevelopment Law and is intended to replace the original Implementation Plan document adopted in 1994. The Update identifies those programs that were specifically cited in the original Plan and provides an analysis of the progress of each project. In addition, this Update provides a discussion of projects that the Redevelopment Agency ("Agency") is contemplating which were not considered at the time of the Plan adoption.

2. Public Participation

The Update will be presented to the public at a Public Hearing, which is scheduled for April 4, 2000 at 7:00 p.m. in the San Juan Capistrano City Council Chambers located at 32400 Paseo Adelanto, San Juan Capistrano, California. Pursuant to Section 6063 of the Government Code and Section 33490(d) of the

Health and Safety Code, notice of this public hearing will be published in **The Capistrano Valley News** and posted in at least four permanent places within the Project Area for a period of three weeks prior to the hearing date. Publication will be completed not less than ten days prior to the date set for the hearing. During the public hearing, anyone wishing to comment on the Plan will be given the opportunity to be heard, and all written comments will be considered.

3. The San Juan Capistrano Redevelopment Agency

The City Council of the City of San Juan Capistrano acts as the Board for the Community Redevelopment Agency of the City. Since its creation in 1983, the Agency and the City Council have approved one redevelopment project area in accordance with the Health and Safety Code, under Ordinance No. 488 on July 12, 1983. The area is generally known as the San Juan Capistrano Central Redevelopment Project Area ("Project Area"), which has been amended three times to modify the terms of the Implementation Plan and to include additional properties. The amendments, known as Amendments 83-1, 84-1, and 86-1, are wholly incorporated into the original Project Area and are contiguous to the original boundaries. The Agency's policy in the formation of the Project Area was focused on areas that have obvious blighting characteristics and conditions. The Project Area, as amended, is described below.

The area included in the Project Area contains approximately 1,097 acres (1.71 square miles) of land area distributed over 429 individual parcels, including the various streets within the Redevelopment Area. This area encompasses approximately 12.6 percent of the total acreage in the City. The General Plan of the City of San Juan Capistrano designates the property within the Project Area for low to high density residential, commercial, industrial, public and institutional, and open space. The Project Area is generally located in the central districts of the City and travels in a northerly direction primarily along Interstate 5 and the City's major commercial arterial highways - State Route 74 (Ortega Highway), Rancho Viejo, Junipero Serra Road, Del Obispo, Camino Capistrano, and Paseo Adelanto - and includes Trabuco Creek and Los Rios Park.

Figure 1 presents the general location of the Project Area, as amended.

A. Time Limits

When the Redevelopment Law was reformed, one of the major modifications included the requirement that all Project Areas contain certain time limits for activities, including the effective life of the Plan, the date to which debt could be incurred, and the date for which tax increment receipts by the Agency would end. This new law applied to all existing projects as well as any new areas that were adopted after January 1, 1994. The various important dates and financial limitations associated with the Project Area, as amended, are listed in the table below.

Table 1
Description of Key Constraints Set by the Redevelopment Plan

Item	Date of Sunset/Limitation
Date of Plan Adoption	July 12,1983
Date of Amendment 83-1	May 15, 1984
Date of Amendment 84-1	July 17, 1985
Date of Amendment 86-1	August 19, 1986
Sunset of Use of Eminent Domain	July 12, 1995
Limitation on Incurring Indebtedness	July 12, 2003
End of Project Life	July 12, 2023
Total Tax Increment Allowed	$432,000,000
Limitation on Bonded Indebtedness	$100,000,000

Source: Redevelopment Plan
Prepared by: A.C. Lazzaretto & Associates

FIGURE 1 - Map of the San Juan Capistrano Redevelopment Project Area

(3) A lack of necessary commercial facilities that are normally found in neighborhoods, including grocery stores, drug stores, and banks and other lending institutions.

(4) Residential overcrowding or an excess of bars, liquor stores, or other businesses that cater exclusively to adults, that has led to problems of public safety and welfare.

(5) A high crime rate that constitutes a serious threat to the public safety and welfare.

While it was not necessary, the 1994 Implementation Plan identified the types of blight that exist in the Project Area under these new definitions. The types of blight included:

- Many sites with substandard design, lack of utilities, or which lack economic viability under current market conditions;
- Many downtown sites with no on-site parking;
- Incompatible uses are located in several areas preventing economic development of adjacent parcels;
- The historic development of downtown lots with irregular forms, shapes, or sizes which hinder development under current standards;
- Property values which are stagnant and impaired from future financial investment because of the location of a waste hauler in the Los Rios Historic District;
- Historic buildings which are in need of rehabilitation and are characterized by low lease rates, high vacancies, or abandoned and deteriorating conditions;
- Historic development does not provide adequate commercial facilities to meet community needs for banks, grocery stores, pharmacies, and the like;
- The existing San Juan Elementary School and Old High School represent under-utilized and outdated sites in need of redevelopment;
- Needed improvement and expansion of public infrastructure to support development of vacant parcels; and
- Properties which suffer from deterioration and disuse because of a lack of public facilities, proper planning, poor traffic circulation, and overall lack of economic viability.

5. Organization Of The Update

In accordance with the Code, this Update will be broken into two distinct sections: the first dealing with general redevelopment activities, the second dealing with housing related issues. Each section will contain three parts: 1) a discussion of the goals, objectives, programs and expenditures which were contemplated in the 1994 Plan; 2) a review of activity that has taken place since the adoption of the 1994 Plan; and 3) a presentation of additional future programs along with an analysis of what remains to be completed from the 1994 Plan. The Housing Section will also contain an analysis of the Agency's compliance status with statutory affordability requirements.

Section 2: General Redevelopment Issues

1. Goals and Objectives

According to the Redevelopment Plan, as amended, the specific objectives designed to end the blighting conditioning within the Project Area are to:

- Eliminate the conditions of blight existing in the Project Area;
- Prevent the recurrence of blighting conditions in the Project Area;
- Improve and construct, or provide for the construction of, public facilities, roads, and other public improvements and to improve the quality of the environment in the Project Area to the benefit of the Project Area and the general public;
- Encourage and ensure the redevelopment of the Project Area in the manner set forth by the Redevelopment Plan; and
- Encourage and foster the economic revitalization of the Project Area by protecting and promoting sound development and utilization of the Project Area and by replanning, redesigning, and developing portions of the Project Area which are stagnant or improperly utilized because of the lack of adequate utilities and public improvements and because of other causes.

In addition to the goals and objectives identified in the Redevelopment Plan, this Implementation Plan identifies new goals and objectives designed to eliminate blight in the next five years. These goals are related to those conditions of blight considered most urgent and within the capacity of the Agency to remove such conditions during the present term. They are to:

- Provide for the redevelopment of blighted property in the Project Area by private enterprise and public agencies;
- Take advantage of opportunities to enhance economic and social viability of the Project Area;
- Participate in real estate transactions involving the disposition and acquisition of real property;
- Install, construct, or reconstruct streets, utilities, and other public improvements;
- Manage property under the ownership and control of the Agency;
- Facilitate rehabilitation of residential and business structures and improvements; and
- Facilitate preservation, rehabilitation, development, and construction of affordable housing.

2. Programs and Expenditures

Over the next five years the following tax increment revenues can be anticipated through activity in all of the Redevelopment Project Area. The figures provided are based on a two percent (2%) annual increase in tax increment revenues received in previous years

Table 2
Five Year Revenue Projections
San Juan Capistrano Redevelopment Project Area
Net Increment

Fiscal Year	Increment
1999/00	$ 1,945,000
2000/01	$ 1,983,900
2001/02	$ 2,023,578
2002/03	$ 2,064,050
2003/04	$ 2,105,331
Total Inflows	**$10,121,858**

Source: San Juan Capistrano Budget
Prepared By: A.C. Lazzaretto & Associates

While the Agency may be receiving roughly $2 million per year in gross tax increment revenues, it has many ongoing obligations, including bond debt and administration. The table below identifies the anticipated annual discretionary income for the Amended Project Area.

Table 3
Five Year Revenue & Expense Projections
San Juan Capistrano Redevelopment Project Area
Discretionary Funds

Fiscal Year	1999/00	2000/01	2001/02	2002/03	2003/04
Tax Increment	$ 1,945,000	$ 1,983,900	$ 2,023,578	$ 2,064,050	$ 2,105,331
Rental Income	$ 192,000	$ 195,840	$ 199,757	$ 203,752	$ 207,827
Other Revenues	$ 3,040,532	$ 3,101,343	$ 3,163,369	$ 3,226,637	$ 3,291,170
Loan Proceeds	$ 190,000				
Beginning Balance	$ 2,177,184	$ 2,567,663	$ 2,772,152	$ 2,980,730	$ 3,193,480
Total Revenues	**$ 7,544,716**	**$ 7,848,746**	**$ 8,158,856**	**$ 8,475,168**	**$ 8,797,807**
Debt Service	$ (3,397,789)	$ (3,465,745)	$ (3,535,060)	$ (3,605,761)	$ (3,677,876)
Capital Improvement	$ (1,183,000)	$ (1,206,660)	$ (1,230,793)	$ (1,255,409)	$ (1,280,517)
Administration	$ (229,264)	$ (233,849)	$ (238,526)	$ (243,297)	$ (248,163)
RV Storage Yard	$ (167,000)	$ (170,340)	$ (173,747)	$ (177,222)	$ (180,766)
Total Expenditures	**$ (4,977,053)**	**$ (5,076,594)**	**$ (5,178,126)**	**$ (5,281,688)**	**$ (5,387,322)**
Net Available	**$ 2,567,663**	**$ 2,772,152**	**$ 2,980,730**	**$ 3,193,480**	**$ 3,410,485**

Source: 1999/00 Budget
Prepared By: A.C. Lazzaretto & Associates

As shown in the table above, the CRA anticipates approximately $3.2 million over the next five years to be available to fund projects. The above table is wholly exclusive of any housing activity, which will be discussed later in this document.

3. Programs Contemplated In The 1994 Plan

One of the prime objectives of the Plan is to provide a basis by which the Agency evaluates attainment of the goals and objectives of the California Community Redevelopment Law and the Project Area Redevelopment Plan. The following is a summary of the current goals, objectives, programs, and expenditures for the Agency in reference to these documents.

As required by the Code, the Plan included an analysis of the expected program costs based on the anticipated revenues. The following table is a synopsis of the programs and expenditures that were contemplated over the five-year period. The costs cited include only that portion of assistance that is provided by the Agency and do not necessarily constitute total project costs.

Table 4
Program From the 1994 Implementation Plan
San Juan Capistrano Redevelopment Project Area

Project Description	Type of Blight Removed
Historic Town Center Development of underutilized lots in the downtown district	Small Sites with poor design and a lack of adequate infrastructure and parking; vacant land or historic buildings in need of rehabilitation; underutilized buildings and structures
Removal of SOLAG Relocation of a waste hauler located in the City's historical district	Incompatible use with surrounding properties; decreased or stagnant property values; need of environmental remediation due to the existence of hazardous materials
Lower Rosan Ranch Acquisition of parcels to create access of a land locked parcel for development	Vacant land which has no access to a major street and inadequate infrastructure; multiple ownerships with irregular lots; site constraints have led to depreciating property values
Los Rios Park Creation of a park in the Los Rios Historic District	Incompatible uses with surrounding parcels and nonconforming use with City's General Plan; use is causing depreciated property values, hindering the ultimate development of the area
CUSD Cooperative Agreement Modification of an agreement with the local school district for development of a site	Outdated structures given present design standards; lack of proper public facilities, infrastructure, and parking
Other Programs Disposition of property to facilitate future programs	Varies

Source: San Juan Capistrano Community Redevelopment Agency,
Implementation Plan and Housing Set-Aside Strategy 1994-1999
Prepared By: A.C. Lazzaretto & Associates

The proposed projects and expenditures are related directly to the elimination of blight within the Project Area. Specifically, the 1994 Plan identified that the following blighting conditions would be removed or alleviated from the Project Area through the implementation of the programs mentioned above:

- Building Code violations, dilapidation and deterioration, defective design or physical construction, faulty or inadequate utilities;
- Substandard design or size of buildings, or a lack of parking;
- Incompatible adjacent uses;
- Irregular formed or shaped lots, inadequately sized and multiple owners;
- Depreciated property values/impaired investments;
- High business vacancies, low lease rates, high turnover rates, abandoned buildings, or excessive vacant lots; and
- Inadequate public improvements, public facilities, open space, or utilities.

4. Statement of Completed Activities

Since the adoption of the Implementation Plan in 1994, the Agency has focused on completing the projects that were identified. Of the six projects specifically listed, five have been completed and one is ongoing. In addition to the programs included in the 1994 Implementation Plan, eight major projects have taken place within the Project Area. The following is a brief description of the activities that the Agency has been able to undertake as a result of redevelopment since 1994.

CUSD Agreement: On April 15, 1997, the City Council and the Community Redevelopment Agency held a joint public hearing to consider the proposed Second and Amended Agreement for Cooperation between the City Council/Agency and the Capistrano Unified School District ("CUSD"). Under the terms of the Agreement, the City/Agency was to build a school facility, high school athletic facilities, and share tax increment in return for the CUSD conveying a parcel of land bounded by El Camino Real, La Zanja, Camino Capistrano, and Acjachema. However, over time, it became apparent that the original agreement was not feasible and the priorities of both parties had changed; therefore, the parties amended the terms such that the City/Agency transferred a seven acre parcel of open space where the CUSD will build an elementary school facility, the City/Agency is no longer required to build the athletic facilities, the title on the former "library" parcel will be transferred to the City/Agency, and the CUSD will lease Stone Field to the City at no cost. In addition, the parties agreed that past tax sharing provisions would stay in place. The agreement will save the City/Agency some $5.2 million and will receive payment over time for the land that is being purchased for the elementary school site.

SOLAG Removal: In order to remove a non-conforming solid waste hauling use from the City's historic district, the Agency purchased a parcel of land known as the Lower Rosan Ranch in 1988 at a cost of $1,201,604. The Agency was going to exchange a portion of the Lower Rosan Ranch for the Los Rios property that Solag Disposal Company occupied. However, since the adoption of the Implementation Plan, it became apparent that a better site for relocation existed outside the City limits. Instead of exchanging the property, the Agency agreed to purchase the Solag property for $1.2 million. The agreement required the Solag property to be cleared of any environmental contaminates. To date,

the cleanup process is progressing, with a "No Further Action" letter expected in the next year. At such time, the Agency anticipates beginning payment on the site.

Lower Rosan Ranch: As stated above, it has become apparent that the Lower Rosan Ranch site was deemed to not be the best location for the relocation of Solag Disposal; its current lack of access to the site remains. The Agency entered into an Exclusive Right to Negotiate with Home Depot in 1995. The CRA did not renew the ERN when the City placed a development moratorium to update its General Plan. The General Plan update is completed and moratorium lifted. The Agency will see the disposition of the property during the 2000-2005 Implementation Plan. The Agency will dispose of the property and use the proceeds to fund alternative projects. Possible uses at the site include light industrial spaces.

Historic Town Center: In January of 1995, the City adopted a new Master Plan for the Historic Town Center ("HTC"). The new Master Plan called for a 25,000 square foot commercial/retail development, a 100-room inn/hotel, and a 300 space parking structure. Prior to attracting a developer, it became evident that a predevelopment study for the HTC's specialty retail and hotel needed to be conducted in order to determine market support for the project. In light of this, the Agency contracted with Linda S. Congleton and Associates in 1996 to conduct a marketing study of the needed uses in the downtown area. The report found little or no market support for developing either a retail or a hotel use at the HTC site because the location has weak physical features for supporting such uses and the discovery that an over-supply of commercial retail space exists in the downtown. Finally, the Congleton study concluded that other uses should be considered for the HTC, including permanent off-street parking lots, enhancement to the public park site, hosting other civic uses, or allowing other profit motivated uses such as seniors apartments.

While the Agency and the City continue the process of deciding what is best for the HTC, the Agency has gone forward with improvements in the HTC and has assisted in the relocation of several uses, including the Moonrose and San Juan Antique businesses to facilitate the pedestrian orientation of the HTC. The Moonrose building was demolished and a pedestrian arcade, landscaping, and an improved parking area has been constructed. The Agency has also added parking, lighting, benches and trash receptacles to the HTC; has increased access and irrigated and improved the turf at the park site in order to better host community events; has assisted in the clean up of the Texaco site, adding parking near the revitalized El Peon complex, now known as the "Mission Promenade"; and has developed maintenance program for the Blas Aguilar Adobe through a curatorship agreement.

Ongoing Programs: In an effort to offset the financial setbacks experienced by the downturn of the California economy in the early 1990's, the Agency has focused on the disposition of Agency-owned parcels in the Project Area. As part of the disposition agreements, the Agency has required the new owners to ensure that certain rehabilitation and seismic retrofitting improvements were conducted. In 1987, the Agency purchased the 100-year-old Capistrano Depot property to ensure its preservation. While the Agency owned the building, it conducted seismic retrofitting, removed asbestos from the site, and improved the interior and exterior facades of the building. In 1996, the Agency sold the property for $860,000, of which $450,000 was paid in cash with the remaining $410,000 being paid over time as a short-term loan.

Ford Dealer Relocation/Expansion: In December of 1994, a Ford Dealership opened at the Price Club Center. During the 1995 fiscal year, the Agency amended the Disposition Agreement with Price Company to facilitate the new Capistrano Ford Dealership in the former Price Club Home Furnishings

building. City staff worked with the Price Company on the redesign of the smaller in-line commercial spaces to facilitate a new PetsMart and Staples, which opened in fiscal year 1996.

Fluidmaster Assistance: In order to encourage new development in the City, the Agency entered into an agreement with Fluidmaster, Inc. on June 17, 1997. Construction was completed during 1998. Under the terms of the agreement, the Agency offset Fluidmaster's development costs, fees, and taxes at a cost of $40,000 per year for 20 years. Development of the site will create an annual gross tax increment of $118,000, of which $74,340 per year is expected to be deposited in the Agency's general redevelopment fund, and an additional $23,600 will be generated annually for the Housing Fund. In addition, the site is the largest single-use structure in the community, produced over 200 jobs to the community, and will potentially inject $60 million new dollars to the local economy annually through a multiplier effect.

Weseloh Chevrolet/Honda: In 1998, the CRA and the City provided public street and utility improvements for the 11-acre site, known as the Kemper property along with an adjacent 1.9-acre parcel. This project was intended to assist in the development of a 46,295 square foot Chevrolet dealership and a 26,557 square foot Honda store. The cost of the public improvements was born by the City itself, therefore, the Agency had no financial participation beyond the administrative time to induce the development and oversee the agreements between the City and the dealerships.

Calle Perfecto Business Park: This project is currently in development for 130,000 square feet of light industrial, "flex" park. At this time, projected tenants include a cabinetmaker as well as Designer Kitchen & Bath. To establish an anchor at the Park, on July 6, 1999, the CRA entered into an agreement with Pacific Sales to assist with the purchase of a 30,000 square foot building. Pacific Sales is an appliance store expected to generate between $200,000 and $250,000 in sales taxes annually. The CRA committed to $220,000 in financial assistance to Pacific Sales to offset real estate expenses associated with siting a new store in the community. Repayment is expected to occur over four years.

Sycamore Commons: This office building complex, located on the north side of Junipero Serra consisting of 8-acres with 150,000 square feet of buildings, is currently under construction. At this time, the CRA has provided no direct financial assistance, but may provide future assistance in order to provide the infrastructure necessary to attract high technology uses.

Kaiser Permanente: Located at north of Sycamore Commons, the Kaiser Permanente facility was developed in 1999 on a parcel of vacant land. The facility houses medical office spaces for participating doctors and enables residents to have local access to medical attention. This project included no direct Agency assistance, but is a valuable contributor to the elimination of blight in the Project Area.

The following table represents the programs and expenditures that the Agency has been able to complete since the adoption of the 1994 Implementation Plan.

Table 5
Completed Programs & Expenditures
San Juan Capistrano Community Development Project Area

Project Description	CRA Expenditure
CUSD Agreement	$2,400,000
Solag Removal	$1,200,000
Lower Rosan Ranch	$1,200,000
Historic Town Center	$4,500,000
Other Programs	ongoing
Ford Relocation/Expansion	$0
Fluidmaster Assistance	$800,000
Weseloh Chevrolet/Honda	$0
Calle Perfecto Business Park	$220,000
Sycamore Commons	$0
Kaiser Permanente	$0
Total Expenditures	**$10,320,000**

Source: City of San Juan Capistrano Staff, Agency Staff Reports
Prepared By: A.C. Lazzaretto & Associates

5. Identification of Future Activities

With an annual projected increase of redevelopment funds due to the success of recent projects and the recovery of the California economy, the Agency anticipates assisting many more projects in the coming years. While much of the previous attention has focused on commercial projects in the downtown area, the next phase of projects will focus on housing needs and public improvements as well as servicing debt obligations. The Agency fully intends to complete the Los Rios Park development as well as those items identified in the 1994 Implementation Plan that have not been completed - Historic Town Center and Lower Rosan Ranch. The Agency also anticipates completing several projects not known at this time. Below is a brief description of the additional programs that will be completed in the next five years.

Circulation Enhancements: One of the major issues facing the CRA and the City in general is the need of circulation improvements. Several existing roads and intersections are beyond anticipated capacity, causing regular congestion and poor circulation. The two most important enhancements identified at this time are the modification of the Ortega Highway/I-5 Interchange and the proposed extension of Alipaz. In both situations, it is expected that the CRA will assist in the design and facilitate the construction of the necessary improvements. Projected costs for these enhancements are not known at this time due to the wide possibility of project scope.

Implementation of Los Rios Precise Plan: As stated previously, the Los Rios Precise Plan is being updated in an effort to ensure that the area maintains its historic character while it changes to meet present design and safety standards. In addition to building rehabilitation and property improvements, the CRA anticipates assisting with parking and signage improvements. Costs for this project are unknown at this time.

Evaluation of Land Holdings: At this time, the CRA has several land holdings throughout the Project Area for which no specific projects are anticipated. These properties include locations within the HTC, Los Rios Historic District, and Lower Rosan Ranch. It is the Agency's intent to review these holdings and, where feasible and appropriate, assemble and promote the properties for economic development in the community. For the Lower Rosan Ranch property, disposition will be necessary in order to service the SOLAG promissory note which will become due when escrow officially closes in the coming year. The earnings from the sale of these parcels would offset any costs for this project.

Honeyman Ranch: Portions of this privately owned site are located within the Project Area adjacent to I-5. The mostly vacant Honeyman Ranch parcel consists of a total of 130 acres, of which eight are within the Project Area boundaries. It is the Agency's desire to assist in the promotion of this site as a potential office park development and, if appropriate and necessary, to provide utilities, public improvements, and grading. Overall costs cannot be anticipated, as the precise method of assistance is not now known.

Capistrano Volkswagen: The Capistrano Volkswagen dealership has been in the City for 35 years and lies within the Project Area. Due to its age, the property is suffering from dilapidation and does not meet current design standards for a thriving auto dealership. In order to ensure that the dealership remains in the community, the Agency wishes to assist in the rehabilitation of the facility and to retain its historic character. Capistrano Volkswagen has approached the Agency with remodeling/expansion plans; however, discussions remain preliminary and the form and method of assistance is not known at this time.

Junipero Serra: This site is currently vacant and is located within the Project Area on Junipero Serra near Camino Capistrano. The 30-acre parcel is privately owned and the CRA wishes to assist in the promotion of this site as a potential office development and, if appropriate and necessary, to provide utilities, public improvements, and infrastructure. Overall costs cannot be anticipated, as the precise method of assistance is not now known.

El Parador: This vacant eight-acre site, located along I-5, is zoned for a hotel use and lies within the Project Area. The site was previously approved for a 300-room hotel known as "El Parador". While the original development never materialized, the CRA nevertheless anticipates the development of this site during the course of this Implementation Plan. The site is saddled with significant improvement requirements to permit development. As with other projects, no costs are known at this time.

A. Elimination of Blight

The above-proposed projects will generally eliminate blighting conditions within the Project Area in the following ways:

(1) By assisting with the redevelopment of areas suffering from economic dislocation and disuse;

(2) By the replanning, redesign, and redevelopment of areas which are stagnant or improperly utilized, and which could not be reasonably expected to be improved by private enterprise or public assistance without the use of redevelopment;

(3) By protecting and promoting sound development and redevelopment of blighted areas and general welfare of the citizens of the City by remediating such conditions through the employment of appropriate means;

(4) By assisting with cleanup and remediation of those properties that are adversely effected by soil contamination and/or hazardous wastes;

(5) By acquiring properties that are deemed to be of benefit to the Project Area(s); and

(6) Through the installation or replacement of public improvements, facilities, and utilities in areas which are currently inadequately serviced with regard to such improvements, facilities, and utilities.

In addition, the table below identifies the types of blight that will be addressed through the implementation of the proposed activities.

Table 6
Relationship of Proposed Projects to the Elimination of Blight

Project Description	Types of Blight Addressed
Circulation Improvements	Inadequate infrastructure, poor design, age and obsolescence, lack of public facilities and improvements
Implementation of the Los Rios Precise Plan	Preservation of historic structures, inadequate public facilities, poor drainage, abnormal parcel shapes and size
Evaluation of Land Holdings	Substandard design, buildings of inadequate size, economic decline
Honeyman Ranch	Depreciated or stagnant property values, lack of infrastructure, vacant underutilized parcels, lack of utilities, irregularly shaped parcels
Capistrano Volkswagen	Age and obsolescence, buildings of inadequate size and shape, poor layout given present market conditions
Junipero Serra	Archeological sensitivities, lack of necessary commercial facilities, vacant, underutilized parcels, lack of public improvements
El Parador	Vacant underutilized parcel, lack of public improvements, infrastructure and secondary access, significant grading issues

Prepared By: A.C. Lazzaretto & Associates

B. Summary

As stated previously, the Agency has attempted to attain its goals through orderly planning and thoughtful program design. While there is certainly much to be completed in the future, over the past sixteen years, the Agency has gone a long way to ending the blight that exists within the Project Area and has attempted to remove the associated blight influencing factors. Future programs will be implemented with these same goals in mind.

Section 3: Affordable Housing Compliance Requirements

1. Introduction

The California Health & Safety Code Section 33000, *et seq*. ("the Code") states that one of the basic purposes of redevelopment is to improve and increase the supply of low- and moderate-income housing within the community. Assembly Bill 315 added a requirement that all redevelopment agencies adopt a ten-year housing plan that is to be amended every five years. The AB 315 Plan is designed to identify quantifiable housing requirements and to establish specific actions to meet those requirements within the mandated ten-year period. Section 33413(b)(4), as amended by AB 1290, requires that the AB 315 Plan be completed as part of the Implementation Plan process. This section will describe the requirements of the Code and detail the specific projects and goals which the Redevelopment Agency of the City of San Juan Capistrano plans to undertake in the coming years to satisfy the requirements set forth in the Code.

2. Requirements

In order to discuss the issue of affordable housing, the definitions of what constitutes affordability must be discussed. California Health and Safety Code Section 50079.5 and 50105 provide that affordability limits are those which are established by the U.S. Department of Housing and Urban Development ("HUD"). The income limits set by HUD are revised annually and are based on median family income for a particular county and a corresponding family size. As such, the following categories are those established by State and Federal guidelines:

- Very Low-Income is deemed to be less than 50 percent of Area Median Family Income;
- Low-Income is deemed to be between 51 and 80 percent of Area Median Family Income; and
- Moderate-Income is set at levels between 81 and 120 percent of Area Median Family Income.

As an example, in the County of Orange, the Area Median Family Income (for a family of four) is $68,300 for 1999.

There are five major criteria that guide the actions of the San Juan Capistrano Redevelopment Agency pursuant to affordable housing. They are:

(1) Twenty percent (20%) of all tax funds allotted to the Agency must be set-aside to improve and increase the supply of low- and moderate-income housing;

(2) The Agency must replace all low- and moderate-income housing that is destroyed or removed as a result of redevelopment activity;

(3) A fixed percentage of all housing constructed in the Project Area will be made available to families of low- and moderate-income;

(4) Homes which are produced by the Agency must be affordable to persons of low- and moderate-income for a fixed period of time; and

(5) All redevelopment actions taken pursuant to affordable housing must comply with the goals and policies set forth in the Housing Element of the City's General Plan.

The following describes, in detail, the requirements listed above.

A. Twenty Percent Set-Aside for the Low and Moderate Income Fund

According to Section 33334.2 of the Code,

> Not less than 20% of all taxes which are allocated to an agency [through tax increment funding] shall be used by the agency for the purposes of increasing, improving, and preserving the community's supply of low- and moderate-income housing available at a cost to persons and families of low- or moderate-income, and very low-income households.

This money can be used for the acquisition, improvement, or donation of real property or building sites to private or public persons or entities; the construction, acquisition, or rehabilitation of buildings or structures; providing subsidies to families of low- and moderate-income; payments for the development of plans, principal and interest on bonds, loans, advances, or other indebtedness; maintenance of the community's supply of mobile homes; or for the preservation of the availability of affordable housing to persons of low- and moderate-income. In addition, this money may be used within or outside the Project Area provided that the use of funds outside the Project Area is found to be of benefit to the Projects.

B. Replacement Housing

Section 33413(a) of the Code requires that,

> Whenever dwelling units housing persons of low- and moderate-income are destroyed or removed from the low- and moderate-income market as a part of a redevelopment project, the agency shall, within four years, [make available] an equal number of replacement dwelling units which have an equal or greater number of bedrooms as those destroyed or removed units at affordable housing costs within the territorial jurisdiction of the agency.

For those units removed after September 1, 1989, 75% of the replacement dwelling units must be available at affordable housing costs in the same income level as those removed. Not less than 30 days prior to the acquisition of property which would lead to the destruction or removal of affordable housing units, the Agency must adopt, by resolution, a replacement housing plan which describes the area, means of financing, the number of dwelling units, a timetable for meeting the plan requirements, and a finding that the replacement housing does not require the vote of the general public.

C. Affordability Requirements

The "inclusionary rule" described in Section 33413(b) requires that a fixed percentage of the total number of housing units developed or substantially rehabilitated within a project area be affordable to people of low- and moderate-income. This fixed percentage is dependent on whether the units are developed by the Agency or by another public or private entity within the Project Area. If units are developed by the Agency (within or outside the Project Area), at least thirty percent of the units must be made available to persons or families of low- and moderate-income. Of those units required to be affordable to persons of low- and moderate-income, half, or 15% of the total, must be available to households of very low-income. When units are developed in a project area by an entity other than the Agency, fifteen percent must be affordable to low- and moderate-income families, with at least forty percent, or 6% of the total, of those units available to persons of very low-income.

Example: Over the life of the plan, 200 homes are built: 100 by the Agency, 100 by a private company within the Project Area. Thirty affordable homes must be established from the Agency action (15 very low-income homes, and 15 low/moderate units). As a result of the 100 built by the private company, 15 affordable homes (6 very low-income and 9 low/moderate-income units) must be established.

The commitments under this section are considered on a cumulative basis, and need not be met on a project by project basis. In addition, to satisfy the requirements of this section, the Agency is allowed to replace two affordable housing units outside the Project Area for every one required inside. This is referred to as the 2-to-1 rule.

Units developed for the replacement of those destroyed or removed, **do not** satisfy the requirements of the inclusionary rule. In other words, a unit built to replace one that was destroyed does not count towards the total number of affordable housing units required under the inclusionary rule. Each affordable unit satisfies **either** the replacement rule **or** the inclusionary rule, but not both.

D. Length of Affordability

Units which are developed pursuant to (B) and (C) above must remain available to persons of low- and moderate-income for "the longest feasible time, but for not less than the period of the land use controls established in the redevelopment plan." The Code further requires the units to be available for at least 15 years for rental units and ten years for owner occupied units.

Under Section 33413(c)(2)(A) of the Code, the Agency may permit sales of owner occupied units prior to the expiration of land use controls for a price in excess of that allowed, with the owner retaining a portion of the excess, provided that the remainder of the proceeds are deposited back into the Low and Moderate-income Housing Fund. The amount of excess that the occupant is allowed to retain is dependent upon the length of occupancy. Within three years, the Agency is required to make available an equal number of units at the same income level as those sold.

E. Housing Element Goals and Policies

According to the Government Code, Section 65583, the Housing Element must,

> Consist of an identification and analysis of existing and projected housing needs; a statement of goals, policies, quantifiable objectives, and scheduled programs for the preservation, improvement, and development of housing, including rental housing, factory built housing, and mobile homes; and shall make adequate provision for the existing and projected needs of all economic segments of the community.

The California State Legislature has identified the three fundamental community housing needs, which are:

- Improvement to the housing stock;
- Financial assistance needs (i.e. adequate provision); and
- Housing production requirements (i.e. adequate sites).

In response to this, the City of San Juan Capistrano has created a series of goals and policies pertaining to affordable housing which are stated in the Housing Element of the General Plan. These goals and policies are listed in the table below.

Table 7
Description of Goals, Policies and Programs in the Housing Element

Item	Description
HOUSING IMPROVEMENTS	
Goals	To create and maintain "decent housing and a suitable living environment" for all households in the community. To preserve all housing and neighborhoods throughout the City in a safe environment to live and play.
Policies	To encourage all households to maintain and rehabilitate all housing to prevent deterioration. To encourage the rehabilitation of deteriorating houses where feasible and provide assistance when necessary for households whom cannot afford the costs of such improvements. To Provide and maintain an adequate level of services and facilities in all areas of the City.
Objectives	To obtain the rehabilitation of 100 units over the next five years. Continue the enforcement of regular maintenance of all housing stock in accordance with the provisions of Title 8, Chapter 12, Property Maintenance, of the City's Municipal Code. To continue programs to conserve the affordability of 1,350 housing units. This is to be accomplished by the continued enforcement of the Mobile Home Rent Stabilization Program and rent restrictions on assisted housing units.
HOUSING PRODUCTION	

Item	Description
Goals	To achieve housing production levels to the maximum extent feasible with available funding to meet projected needs. To encourage, whenever possible, the creation of new affordable housing units on those sites identified by the City as suitable for such development.
Policies	Consistent with the Land Use Element, encourage the construction of a variety of housing types and sizes of housing throughout the community. To promote and encourage the participation of the private sector, including non-profit housing organizations, in the production of sufficient rental housing for very low-, low-, and moderate-income households. To continue the City's program of allowing the placement of mobile homes and factory built housing on vacant residential parcels in single family zoning districts.
Objectives	To facilitate the production of 110 units through approved and potential developments over the next five years which will be affordable to very low- and low-income households. To be able to meet this objective, the City will provide expedited development review of any development application for affordable units within the next two years. To facilitate the production of 130 affordable rental units within the City. To be able to meet this objective, the City will provide expedited development review of any development application for affordable units within the next two years.
HOUSING ASSISTANCE	
Goals	To the maximum extent feasible, develop assistance programs to address the need to provide affordable housing for the City's current and future households. To satisfy housing needs through the use of assistance programs that utilize existing housing units and the production of new housing units.
Policies	To continue participation in the Section 8 Housing Assistance Payments Program. Implement affordability agreements for all housing projects that receive financial assistance from the City and/or Community Redevelopment Agency. Continue to participate in the Mortgage Credit Certificate Program (MCC). Continue the rental supplement program to assist low- and very low-income households.
Objectives	To provide housing assistance for at least 50 low- or very low-income renter households through the implementation of a rental supplement program. Current budget for the first two years is $75,000 per year using set-aside funds. To replace five deteriorated housing units through new construction in the Little Hollywood area for current low- and very low-income households by January 1998. To create 100 assisted new rental units for low-income households through the construction of new units. This will be achieved in working with private development applicants in the identification and processing of residential development plans within the next two years.
GOVERNMENT CONSTRAINTS	

Item	Description
Goals	To continue the City's policy of reviewing residential developments with multiple discretionary reviews concurrently, and where part of an affordable housing program, in an expedited manner whenever possible. Continue to encourage affordable housing applications through the adoption of density bonus and financial assistance programs of the City and Community Redevelopment Agency.
Policies	To continue cooperative agreements, as appropriate with State, County, and other agencies, so that community housing needs are met to the greatest degree possible. To evaluate procedures and innovative techniques and technology advances in reducing the cost of land use regulations on housing choices.
Objectives	To continue a program to constantly evaluate procedures and regulations that will result in expeditious processing of development applications at reduced cost to the applicant. To remove procedural barriers to creating affordable housing.
EQUAL HOUSING OPPORTUNITIES	
Goal	To promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.
Policies	Continue efforts to facilitate the unimpeded access to housing without consideration of arbitrary distinctions. Continue adopted procedures whereby the City refers apparent violations of the law to enforcement agencies for consideration of remedial actions.

Source: San Juan Capistrano General Plan Housing Element
Prepared By: A.C. Lazzaretto & Associates

3. Programs Contemplated in the 1994 Plan

The purpose of this section is to recap those programs identified in the adopted 1994 Implementation Plan in order to provide a basis for analysis of the Agency's progress toward its overall goals and objectives. This section will strictly be a summary; for specific program details, please refer to the original document. Since the adoption of the Implementation Plan in 1994, changes may have been made to the following programs, which are discussed later in this document.

A. Description of Anticipated Programs

With the adoption of the 1994 Implementation Plan, the San Juan Capistrano Community Redevelopment Agency identified several housing programs aimed to increase or improve the community's supply of affordable housing. The majority of these programs are funded through the Low and Moderate Income Fund; however, there are many alternative funding sources which can be used in conjunction with the Low and Moderate Income Fund to strengthen the overall success of the City's housing efforts. The Agency set forth priorities for housing program selection. They were:

- The creation of a first time homebuyer's assistance program for very low-, low-, and moderate-income households;
- Rental subsidy programs;
- Rehabilitation of Agency owned affordable housing units;
- Assistance to very low-, low-, and moderate-income households in the correction of exterior Health and Safety Code violations on mobile homes in the City's seven mobile home parks;
- Construction of new affordable housing units;
- Emergency foreclosure and rent relief programs; and
- Rehabilitation of units for very low-, low-, and moderate-income families.

The following is a description of the programs identified in the 1994 Implementation Plan which were intended to satisfy the goals identified above:

- Down payment and closing cost grant/loan program for the assistance of very low-, low-, and moderate-income first time homebuyers;
- Rental subsidy programs to provide a stable living environment for very low-, low-, and moderate-income households;
- Complete the rehabilitation of the 13 Agency-owned housing units in Little Hollywood;
- Program for the correction of exterior Health and Safety Code violations in the City's seven mobile home parks for very low-, low-, and moderate-income households;
- Affordability gap financing for the construction of new affordable housing units;
- Assistance program for very low-, low-, and moderate-income households to provide them with emergency rent/foreclosure assistance funds to prevent homelessness and overcrowding; and
- Rehabilitation programs to make existing units habitable for very low-, low-, and moderate-income households.

The following table summarizes the five year expected expenditures from the Low and Moderate Income Housing Fund as well as the expected number of units to be assisted. In all, the Agency set 200 units as its goal for affordable housing production over the five year life of the Implementation Plan with 50 new units, ten substantially rehabilitated units, and 140 units being price restricted over that time.

Table 8
Summary of Anticipated Housing Programs
1994- 1999

Program	Expense	Units	Income Level
Affordability Gap Financing	$2,600,000	n/a	Very low, low, moderate
Health and Safety Corrections at Mobile Home Parks	$450,000	n/a	very low, low, moderate
Rehabilitation of Little Hollywood Units	$420,000	10	very low, low
Administrative Charges	$508,960	n/a	n/a
Total Anticipated	**$3,978,960**	**10**	**very low, low, moderate**

Source: 1994 Implementation Plan
Prepared by: A.C. Lazzaretto & Associates

B. Number of Units to Be Destroyed or Removed

As a result of activity within the Project Area, According to the 1994 Implementation Plan, no housing units were to be removed from the Project Area.

4. Statement of Completed Activities

A. Number of Units Constructed, Rehabilitated, or Price Restricted (Prior to 1994)

The following is a list of the projects that were completed prior to the adoption of the 1994 Implementation Plan. Where possible, the expense and number of units have been included.

Little Hollywood: The Agency purchased 13 units to preserve the neighborhood and provide rental opportunities, rehabilitation, and design of new rental units on the site. The purchase was conducted in 1983 at a cost of $785,391, with an additional $219,295 to purchase the property known as the Jimenez land for the construction of a new unit. The units for this construction are included in the next section to avoid "double-counting" this development.

William Lyon Project: The Agency entered into an agreement with William Lyon Company to provide 52 affordable housing units in the Capistrano Pointe project. The Agency absorbed $966,800 in development fees and spent $413,491 on Water District fees and $191,800 and Saddleback College District fees to ensure the viability of the project, which was completed in 1984. For the purposes of calculating compliance, it will be assumed that the units are distributed across the three income levels evenly.

Table 9
Summary of Completed Programs
1983 - 1994

Program	Expense	Moderate	Low	Very Low	Total
Little Hollywood	$1,004,686	-	-	-	-
William Lyon Project	$1,572,091	18	17	17	52
Total	**$2,576,777**	**18**	**17**	**17**	**52**

Source: City Staff; Agenda Reports
Prepared by: A.C. Lazzaretto & Associates

B. Number of Units Destroyed or Removed (Prior to 1994)

According to the 1994 Implementation Plan, three dwelling units of affordable housing were removed as a result of the Historic Town Center redevelopment project. The occupants of the units received relocation and replacement housing assistance and the Agency proposed to replace the units as part of its five year Implementation Plan. Unfortunately, however, an estimation of the income levels of those persons is not available at this time. For the purpose of housing compliance calculations, it will be assumed that each unit was occupied by one of the affordable housing income levels of very low-, low-, and moderate-income. The table below describes the assumed breakdown of income levels.

Table 10
Summary of Affordable Units
Destroyed or Removed 1983-1997

Income Level	Units
Moderate	1
Low	1
Very Low	1
Total	**3**

Source: 1994 Implementation Plan, Agenda & Staff Reports
Prepared By: A.C. Lazzaretto & Associates

C. Number of Units Constructed, Rehabilitated, or Price Restricted (1994 to Present)

Since the adoption of the 1994 Implementation Plan, the Agency has been very responsive to the affordable housing needs of the community. Specifically, the Agency has assisted a number of new developments as well as focusing on the rehabilitation of existing homes near the Historic Town Center. The following is a brief description of the programs that have been implemented since the adoption of the 1994 Implementation Plan. The table following the descriptions summarizes the number of units that have been developed over the past five years.

Kaufman and Broad Senior Housing (Seasons): On September 19, 1995, the Agency approved an Owner Participation Agreement for the development of affordable senior housing at the corner of Rancho Viejo Road and Ortega Highway. Kaufman and Broad, the owners and developers of the site built 113 units of housing in accordance with the City's Senior/Household Affordable Housing Overlay District and density bonus provisions. The Agency provided gap financing in the form of a $1.55 million dollar, 30-year loan in return for deed restrictions stating that 82 percent, or 92, of the units would remain affordable to senior aged persons and families of very low- and low- income for a period of 57 years. Although the remaining 20 units are not deed restricted, they are subject to remain affordable at 60 percent of median income in order to qualify for Federal Tax Credit programs. Of the 92 restricted units, 18 are required to be occupied by persons of very low-income status. In order to insure that the assistance was necessary, the Agency contracted with Kosmont & Associates, Inc., a real estate and finance-consulting firm, to review the financial terms of the agreement. The consultant found that, "the proposed project clearly needs assistance...to provide a feasible project."

Community Enhancement Neighborhood Program: In September of 1996, the Agency approved a program targeting the acquisition and rehabilitation of properties owned by the Federal Housing Administration ("FHA") due to foreclosure. The Agency's intention was to purchase vacant condominiums in two specific neighborhoods - Capistrano Villas and Casa de Capistrano - and lease the units to qualified low- to median-income tenants for up to 12 months. Once the lessee had established a solid relationship with the Agency over this initial 12-month period, the property would be sold to the family at an affordable price in accordance with State and Federal housing laws. In return, the Agency would retain a silent second mortgage on the property to ensure that the unit remains affordable. An Agency-selected, property Management Company was to manage this program. In all, 50 homes were targeted for purchase at a cost of approximately $750,000 over three years. The project was approved and financed using tax allocation bonds, which are to be paid from future Housing Fund revenues. At the time of program adoption, the Capistrano Villas and Casa de Capistrano neighborhoods were identified as areas that had a significant increase in renter occupancy as opposed to owner-occupancy. As of December 31, 1999, 14 units were rehabilitated, 2 units were sold and 12 are in the process of being sold. In 1999, the Agency elected to terminate this program and no additional units will be purchased or rehabilitated.

Rental Subsidy Program: The Agency, in 1995, adopted the Housing Opportunities Program and Empowerment ("HOPE") Plan to establish a Rental Securement/Subsidy Assistance Program. $100,000 each year was expected to be expended to provide rental subsidies to 10 households and cover consultant costs. Income levels for this program are limited to 50 percent of the area median income (very low-income status). To date, an average of 11 households per year have been assisted.

First Time Homebuyers Program: On April 6, 1996, the Agency approved the selection of a program to assist first time homebuyers in the purchase of a home within the City. As of November 1997, five households had purchased a home through the program. Each homebuyer had a potential to qualify for up to $20,000 of assistance, 25 percent of which was paid directly by the Agency. The average assistance given during the 1996/97 fiscal year was $18,000. Applications to the State of California Home Investment Partnerships (HOME) program are submitted on an annual basis for funding of this program. As such, the process is competitive and future funding is not guaranteed.

Little Hollywood: Little Hollywood is an approximate 15-acre area at the northern most section of a 40-acre special study areas known as the Los Rios Historic District. The Historic District contains several older residences, including a number of important units with historical value. There are two parcels that host 13 units in the Little Hollywood area that used to house the migrant farm workers many years ago. All 13 units were acquired in 1983 for $785,381 for preservation purposes and affordable rental opportunities. The units are rented to very low- and low-income households on their current income as evidenced by filed tax returns. The rehabilitation of the three units was completed in the 1994/95 fiscal year and construction of the new unit was completed in February of 1996. The final ten units were removed and reconstructed during 1999.

CDBG Owner-Occupied Housing Program: This program provides zero-interest loans of up to $15,000 to low-income families within target areas for improvements necessary to meet Health & Safety Code regulations. While the assistance provided under this program does not qualify under the terms of the Health and Safety Code as a substantial rehabilitation, the Agency feels that programs of this nature are necessary to preserve the community's housing stock and to remediate problems before they become a burden on the community.

CDBG Mobile Home Improvement Program: The Mobile Home Improvement Program offers loans of up to $10,000 to residents of the City's seven mobile home parks for the purpose of rehabilitating residences to meet Code standards. During the 1996/97 fiscal year, a total of $160,000 was expended to assist 23 households. Since program inception, over 100 households have been assisted.

Title 25 $500 Grant Program: A sub-program to the Mobile Home Improvement Program, is the Title 25 $500 grant program. This program provides up to $500 to low income owner occupants to make mandatory exterior health and safety repairs. This program is funded through the State Community Development Block Grant Program. Recently, the CRA provided approximately $18,000 in $500 grants to mobile homeowners to make safety corrections within two mobile home parks. As with the Owner-Occupied program, this program does not qualify under compliance statutes, but is deemed necessary by the Agency to guard against blighting conditions.

Table 11
Summary of Completed Programs
1994-Present

Program	Expense	Moderate	Low	Very Low	Total
Kaufman and Broad Senior Housing	$1,550,000	0	74	18	92
Community Enhancement Neighborhood Program	$2,000,000	12	0	2	14
Rental Subsidy Program	$174,000	0	0	11	11
First Time Homebuyers Program	$272,000	0	4	1	5
Little Hollywood		0	7	6	13
CDBG Owner-Occupied Housing Program		n/a	n/a	n/a	n/a
CDBG Mobile Home Improvement Program	$220,000	n/a	n/a	n/a	n/a
Title 25 $500 Grant Program	$18,000	n/a	n/a	n/a	n/a
Total	**$4,234,000**	**12**	**85**	**38**	**135**

Source: City Staff; Agenda Reports; Annual Reports
Prepared by: A.C. Lazzaretto & Associates

D. Number of Units Destroyed or Removed (1994 to Present)

As a result of the Little Hollywood project, nine units were removed from the community's supply of affordable housing. The table below illustrates the income levels of the units that were removed. These units are being replaced by the new construction at Little Hollywood. All families that were displaced were done so in strict accordance with the Redevelopment Law and were provided suitable temporary replacement housing prior to removal of the units listed below. The displaced families have moved in to the new units constructed at the Little Hollywood location. In addition, there are eight housing units that have been removed as part of non-housing developments. They include the properties commonly known as: Swallows Bungalows (2), Romer, Love House, Egan House, Rodman, Lupe Combs, and Coast Church. Because there are no income levels identified for these units, they will be split among the three categories evenly.

Table 12
Summary of Affordable Units
Destroyed or Permanently Removed (1994-1999)

Income Level	Units
Moderate	3
Low	10
Very Low	8
Total	**21**

Source: San Juan Capistrano Staff
Prepared By: A.C. Lazzaretto & Associates

5. Identification of Future Activities

The following sections detail the programs that are anticipated for the five years of the Implementation Plan. Where appropriate, those programs not completed during the first cycle of the Implementation Plan and still under consideration, have been reiterated.

A. Number of Units To Be Constructed, Rehabilitated, or Price Restricted

The CRA intends to continue many of its ongoing programs including the Rent Relief Program, Owner-Occupied Housing Rehabilitation and Mobile Home Rehabilitation Programs and also expects to assist, where feasible, in the creation of new housing opportunities. The paragraphs below identify the anticipated programs.

Rental Subsidy Program: The Agency wishes to continue its rental subsidy program to provide housing opportunities to those who have difficulty meeting market rate housing costs. The program provides approximately $100,000 each year to be expended to cover consulting expense and provide rental subsidies to an average of 10 households. For 1999/00, $100,000 has been budgeted for the program. Income levels for this program are limited to 50 percent of the area median income (very low-income status).

CDBG Owner-Occupied Housing Rehabilitation Loan Program: The Owner-Occupied Housing Rehabilitation Loan Program offers no interest loans of up to $15,000 to low-income, owner occupants for the purpose of rehabilitating their houses to meet Code standards. The majority of the funding for this program is through the State Community Development Block Grant Program. On an annual basis, the City has the opportunity to apply to the State of California for up to $500,000 for this program. It is anticipated that approximately 30 homeowners annually will be given loans to provide improvements where code violations exist. Due to the cost limitations, this program does not necessarily qualify under compliance statutes, but is deemed necessary by the Agency. Only those units that receive grants equal to 25% or more of their post-rehabilitation value will be counted toward housing compliance. Income levels are limited to low-income families; however, loan amounts are generally below qualifying levels for "substantial rehabilitation."

CDBG Mobile Home Improvement Program: The Mobile Home Improvement Program offers no interest loans of up to $10,000 to residents of the City's mobile home parks for the purpose of rehabilitating their residences to meet Code standards. The majority of the funding for this program is through State Community Development Block Grant Program. As previously mentioned, the City can apply to the State of California for additional program funds on an annual basis; however, funding is on a competitive process and is not guaranteed. Due to the cost limitations, this program does not necessarily qualify under compliance statutes, but is deemed necessary by the Agency. Only those units that receive grants equal to 25% or more of their post-rehabilitation value will be counted toward housing compliance. In these cases, it is anticipated that homeowner income will be in the low-income range. For the purposes of projection, it will be assumed that 20% of the 300 (60 low-income households) units will qualify for inclusion in housing projections.

Title 25 $500 Grant Program: The Title 25 Grant Program provides up to $500 to low income owner occupants to make mandatory exterior health and safety repairs. This program is funded through the State Community Development Block Grant Program. The City has completed the inspection of two mobile home parks. Under this program, $500 grants were offered to low-income mobile homeowners to make the required exterior health and safety repairs. To date, 43 mobile home owners have been received grant assistance. Five additional parks remain to be inspected.

Temporary Assistance Programs: The Agency currently budgets and has available, several ongoing programs aimed at providing temporary assistance to qualifying families. These programs include the Security Deposit, and Emergency Mortgage Programs. At this time, only funding for the Security Deposit program has been budgeted annually at approximately $4,500. Typically, the Agency offers grants to assist renters and homeowners in times of crisis to ensure that they remain in the community. The amounts provided to participants vary and the nature of the program makes it impossible to predict how many people will participate. Regardless, the amounts offered do not qualify for inclusion in housing created. Nevertheless, the CRA finds these programs to be necessary and valuable to ensure the long-term residency of the community.

New Development: The CRA foresees the development of between 50 and 270 housing units within the Project Area. These units would either be affordable single-family homes, or would be rental units covenanted to remain affordable below median income. No specific sites have been selected at this time and therefore, any costs cannot be anticipated. It is expected that the Agency Board will review this program in detail in the next fiscal year. For the purposes of this Plan, it will be expected that 180 units will be developed by private enterprise, in the Project Area, with the income levels split evenly.

The table below summarizes the affordability breakdown of the proposed programs. The expenditures for the programs are explored later in this report.

Table 13
Summary of Affordable Units
To Be Built or Rehabilitated (1999-2004)

Program	Expense	Moderate	Low	Very Low	Total
Rental Subsidy Program	$500,000			50	**50**
CDBG Owner-Occupied Housing Program	$2,500,000	n/a	n/a	n/a	**n/a**
CDBG Mobile Home Improvement Program	TBD		60		**60**
Title 25 $500 Grant Program	TBD	n/a	n/a	n/a	**n/a**
Temporary Assistance Program	$22,500	n/a	n/a	n/a	**n/a**
New Development	TBD	60	60	60	**180**
Total	**$3,022,500**	**60**	**120**	**110**	**290**

TBD = To Be Determined
Source: San Juan Capistrano Staff
Prepared By: A.C. Lazzaretto & Associates

B. Number of Units To Be Destroyed or Removed

At this time, the Agency does not anticipate permanently removing any affordable housing as a result of its activities in the Project Area. At such time that the permanent removal of housing is considered, a plan for the relocation of occupants will be established prior to any commencement actions and no actions will be taken until such time that affected residents have been properly relocated in accordance with California Redevelopment Law and federal regulations.

6. Housing Compliance

The following describes the precise ten-year requirements and compliance characteristics for the San Juan Capistrano Redevelopment Agency pursuant to affordable housing. Table 17, titled "Summary of Affordable Housing Compliance of the Redevelopment Agency of San Juan Capistrano," illustrates the overall anticipated compliance of the City's supply of affordable housing.

A. Inclusionary Affordability Requirements

As stated previously, a certain number of units built as a result of redevelopment must be affordable to low- and moderate-income families. Specifically, fifteen percent of units developed by a private company within a project area, and thirty percent of units developed by the Agency within or outside a project area, are required to be inclusionary in nature.

Upon completion of the proposed activities and those completed projects previously identified in this report, a total of 465 affordable housing units will have been constructed or substantially rehabilitated as a result of Redevelopment in the City of San Juan Capistrano. All of these units will either lie within with boundaries of the Project Area, or will be completed by the Agency; therefore, all of these units are subject to the Inclusionary Rule. Specifically, 150 units will be built or rehabilitated by the Agency and 315 units will be built or rehabilitated by private companies within the boundaries of the Project Area.

In addition, several market rate developments have been built (or are anticipated in the coming reporting period) in the Project Area by private enterprise and are subject to the inclusionary at 15%. These 400 units include the following:

Table 14
Private Housing Development in the Project Area
(1983-Present)

Development	Units
Capistrano Point Apartments	274
Seasons (unrestricted)	21
Marbella Ridge	44
Pepperwood Estates	31
Forster Victorian	1
Chou	1
Palmer	1
Olson (proposed)	27
Total	**400**

Source: City Staff
Prepared By: A.C. Lazzaretto & Associates

The table below describes the number of affordable units that must be established as a result of the above-described activities.

Table 15
Breakdown of Inclusionary Rule Requirements

Requirements	Agency	Private	Total
Total Units Developed	150	715	**847**
Percent Required to be Affordable	30%	15%	--
Total Affordable	45	107	**152**
Percent Required to be Affordable to Very Low-Income Families	50%	40%	--
Net Very Low Required	23	43	**66**
Net Other Affordable Required	22	64	**86**
Total Required to be Affordable	**45**	**107**	**152**

Prepared by: A.C. Lazzaretto & Associates

Of the 152 low- and moderate-income units identified in the table above, 43 are required to be moderate-income, 43 are to be low-income, and 66 are to be made available to very low-income households.

B. 2-to-1 Rule Requirements

To accomplish the number of units required by the replacement housing and inclusionary rules, the Agency may opt to replace its affordable units outside the designated Project Area. As stated above, the Agency must create two units outside the Project Area for every one unit required within the Area. The Agency is required to replace a total of 176 units under the replacement and inclusionary rules. Should

all of these units be replaced outside the Project Area, the Agency would therefore be required to replace an additional 176 units to satisfy the 2-to-1 rule.

For the purposes of compliance, the Agency will attempt to establish as much of its replacement and inclusionary housing within the Project Area as possible. Specifically, the 92 units at Seasons (Kaufman & Broad) and the 13 units at Little Hollywood will be deemed replacement housing. These units will provide a total of no moderate-income units, 81 low-income units, and 24 very low-income units, making replacement outside the Project Area boundaries necessary. Exact compliance is explored in the next section; however, the table below illustrates the 2-1 replacement that will be necessary to meet the requirements

Table 16
Summary of Additional Units Required to Be Replaced
Under 2-to-1 Rule

Activity	Moderate	Low	Very Low	Total
Removed Prior to 1994	1	1	1	3
Removed 1994–1999	3	10	8	21
To Be Removed	0	0	0	0
Inclusionary Rule	43	43	66	152
Total Required to Replace	**47**	**54**	**75**	**176**
Replacement Housing in Project Area	(0)	(81)	(24)	**(105)**
Net 2-1 Requirements	**47**	**none**	**51**	**98**

Prepared By: A.C. Lazzaretto & Associates

C. Compliance

The Agency is currently in full compliance with the Code with respect to affordable housing and projects compliance over the life of this Plan. The exception to this statement would be the moderate-income category. As projected, the CRA would have a deficit of five moderate-income housing units. To rectify this, the Agency will produce at least five additional moderate-income units instead of five low-income units that are currently projected under the **New Development** section on Page 29. Overall, by the end of the term of this Plan, the Agency anticipates constructing 191 units beyond the legal requirement. The table below illustrates the compliance of the City of San Juan Capistrano's housing supply pursuant to the low- and moderate-income market at anticipated total development.

Table 17
Summary of Affordable Housing Compliance of the San Juan Capistrano Redevelopment Agency

	Moderate	Low	Very Low	Total
Removed Prior to 1994	(1)	(1)	(1)	**(3)**
Removed 1994 to 1999	(3)	(10)	(8)	**(21)**
To Be Removed	-	-	-	-
Inclusionary Rule	(43)	(43)	(66)	**(152)**
2-to-1 Rule	(47)	-	(51)	**(98)**
Total Needed To Replace	**(94)**	**(54)**	**(126)**	**(274)**
Built Prior to 1994	18	17	17	**52**
Built 1994 to 1999	11	80	32	**123**
To Be Built	60	120	110	**290**
Total To Replace	**89**	**217**	**159**	**465**
Net Compliance (Deficiency)	**(5)**	**163**	**33**	**191**
Adjustment	**5**	**(5)**		**0**
Final Compliance Projection	**-**	**158**	**33**	**191**

Prepared By: A.C. Lazzaretto & Associates

Should the Agency approve an additional redevelopment project area prior to the revision of this Plan, any and all units that are destroyed or removed from the housing supply will be replaced within the time specified, and any new housing which is built as a result of the redevelopment plan will be built pursuant to the inclusionary and replacement rules. This will also be done throughout the life of the Redevelopment Project Area.

7. Replacement Housing Location And Means Of Financing

Because the Agency is not anticipating the removal of any units of affordable housing over the next five years, no precise replacement plan is merited at this time. At any future date, if the Agency contemplates the removal of housing or the displacement of families, a detailed replacement housing plan will be adopted in accordance with the applicable State and Federal laws.

8. Plan For Using The Low And Moderate Income Fund

Under the requirements of the Code, the Agency is required to identify a plan for using the annual deposits in the Low and Moderate Income Fund. This section will describe (1) the current balance of the Fund; (2) the annual deposit estimate; (3) the annual expenditures; and (4) the number of units to be developed as a result of those expenditures.

A. Current Balance

According to the City of San Juan Capistrano's Finance Department, as of June 30, 1999, the available balance of the Low and Moderate Income Fund was $2,571,863. These monies were anticipated to be used to fund ongoing program needs such as the Rent Subsidy Program and the Owner Rehabilitation Program.

B. Annual Deposit Estimate

The following table describes the anticipated deposits into the Low and Moderate-Income Housing Fund during the next five fiscal years. Figures are based on the 1999/00 budget projections and include the Little Hollywood and Bond Funds.

Table 18
Annual Deposits into the Low and Moderate Income Fund

Year	1999/00	2000/01	2001/02	2002/03	2003/04	Total
Tax Increment	$ 487,000	$ 496,740	$ 506,675	$ 516,808	$ 527,144	**$ 2,534,368**
Interest	$ 45,096	$ 45,998	$ 46,918	$ 47,856	$ 48,813	**$ 234,681**
Rental Income	$ 59,000	$ 84,000	$ 85,680	$ 87,394	$ 89,141	**$ 405,215**
Total	**$ 591,096**	**$ 626,738**	**$ 639,273**	**$ 652,058**	**$ 665,099**	**$ 3,174,264**

Source: City Budget 1999/00
Prepared By: A.C. Lazzaretto & Associates

C. Annual Expenditures of The Low and Moderate Income Fund

The table below describes the annual expenditures for the Agency's Housing activity. This includes annual expenditures for the repayment of bonded debt and the servicing of Little Hollywood as well as annual program expenditures for the Mobile Home Program as well as the Rent Subsidy and Emergency Mortgage Programs.

Table 19
Estimated Expenditures of the Low and Moderate Income Fund

Year	1999/00	2000/01	2001/02	2002/03	2003/04	Total
Professional Svs.	$ 55,000	$ 56,100	$ 57,222	$ 58,366	$ 59,534	**$ 286,222**
Admin. & Materials	$ 105,012	$ 107,112	$ 109,254	$ 111,440	$ 113,668	**$ 546,487**
Rental Subsidy	$ 100,000	$ 102,000	$ 104,040	$ 106,121	$ 108,243	**$ 520,404**
Mobile Home Imp.	$ 181,500	$ 185,130				**$ 366,630**
Debt Service	$ 274,474	$ 279,963	$ 285,563	$ 291,274	$ 297,099	**$ 1,428,374**
Little Hollywood	$ 1,209,700	$ 27,234	$ 27,779	$ 28,334	$ 28,901	**$ 1,321,948**
Miscellaneous	$ 104,200	$ 106,284	$ 108,410	$ 110,578	$ 112,789	**$ 542,261**
Total Expenses	**$ 2,029,886**	**$ 863,824**	**$ 692,268**	**$ 706,113**	**$ 720,235**	**$ 5,012,325**

Prepared By: A.C. Lazzaretto & Associates
Source: City of San Juan Capistrano Budget

With the anticipated revenues and expenditures for the Low and Moderate-Income Housing Fund, it is expected that at the end of the five-year period there will be a balance of $733,802. These funds will be used to fund the housing development previously discussed. This could include the 200+ units by private development or the purchase of affordability covenants. It is therefore not anticipated that the Agency would have an "excess surplus," as defined by Redevelopment Law and no plan is required for the expenditure of said excess. The following table illustrates this anticipated activity in the Housing Fund.

Table 20
Summary of Activity in the Low and Moderate Income Fund
1999/00 through 2003/04

Year	1999/00	2000/01	2001/02	2002/03	2003/04
Opening Balance	$ 2,571,863	$ 1,133,073	$ 895,987	$ 842,992	$ 788,937
Total Revenues	$ 591,096	$ 626,738	$ 639,273	$ 652,058	$ 665,099
Total Expenses	$(2,029,886)	$ (863,824)	$ (692,268)	$ (706,113)	$ (720,235)
Ending Balance	**$ 1,133,073**	**$ 895,987**	**$ 842,992**	**$ 788,937**	**$ 733,802**

Prepared By: A.C. Lazzaretto & Associates
Source: City of San Juan Capistrano Budget

D. Units to be Developed Through the Housing Fund

The table below identifies the number of affordable housing units to be developed over the next five years. Because it is not known when the new housing will be developed, the construction is presented over time. The table also includes the schedules of completion for the various ongoing housing programs as well as programs that do not qualify for housing credit.

Table 21
Summary of Units to Be Developed Each Year Through
The Use of the Low and Moderate Income Fund

Year	1999/00	2000/01	2001/02	2002/03	2003/04	Total
Rental Subsidy	10	10	10	10	10	**50**
CDBG Owner Occupied Housing Rehabilitation Loans	30	30	30	30	30	**150**
CDBG Mobile Home Improvement	60	60	60	60	60	**300**
Title 25 $500 Grants	20	20	20	20	20	**100**
Temporary Assistance	TBD	TBD	TBD	TBD	TBD	**TBD**
New Development	36	36	36	36	36	**180**
Total	**156**	**156**	**156**	**156**	**156**	**780**

TBD = To Be Determined
Source: City Staff
Prepared By: A.C. Lazzaretto & Associates

9. Summary

The San Juan Capistrano Redevelopment Agency has taken reasonable measures to maintain the quality and standard of living for all of its residents. The Agency has completed projects that have supplied housing to the less fortunate, and are currently in compliance with all sections of the California Health & Safety Code pursuant to affordable housing. The Agency plans on maintaining its focus on rehabilitation and revitalization of its current housing supply as the City is almost fully urbanized. As opportunities present themselves, the Agency expects to assist in the development of new, affordable housing within the City.